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ABSTRACT

The California New Teacher Project (CNTP) has demonstrated that intensive support, continued training, and informative assessments of teachers in their first professional years result in better instruction for students and higher retention rates for teachers. The 37 projects of CNTP were funded on the basis of their plans to implement alternative methods of supporting and assessing first-year and second-year teachers. This report summarizes the background, findings, and conclusions of CNTP. Results of CNTP pilot projects demonstrate that intensive induction programs for new teachers produce improved performance by teachers and students, improved instruction for diverse students, and very high retention of beginning teachers. Before making recommendations for needed changes in the assessment of beginning teachers, the project investigated existing systems for evaluating teacher candidates and new teachers and found that current assessment methods do not constitute a coherent or effective system for assuring the public that teaching credentials are granted only to competent individuals. At the same time, the researchers requested and evaluated several alternative methods of assessment, through classroom observations, portfolio reviews, interviews, simulation tasks administered to beginning teachers, videotape scenarios, multiple choice examinations, and interactive computer-aided assessment. Through this process various conclusions were reached, among them that there is no one "best" assessment approach and that the most appropriate approach depends on what is being assessed and the purpose for which the information is to be used. The report concludes with eight suggested next steps for policymakers. A list of sponsors of local pilot projects is also included. (IAH)

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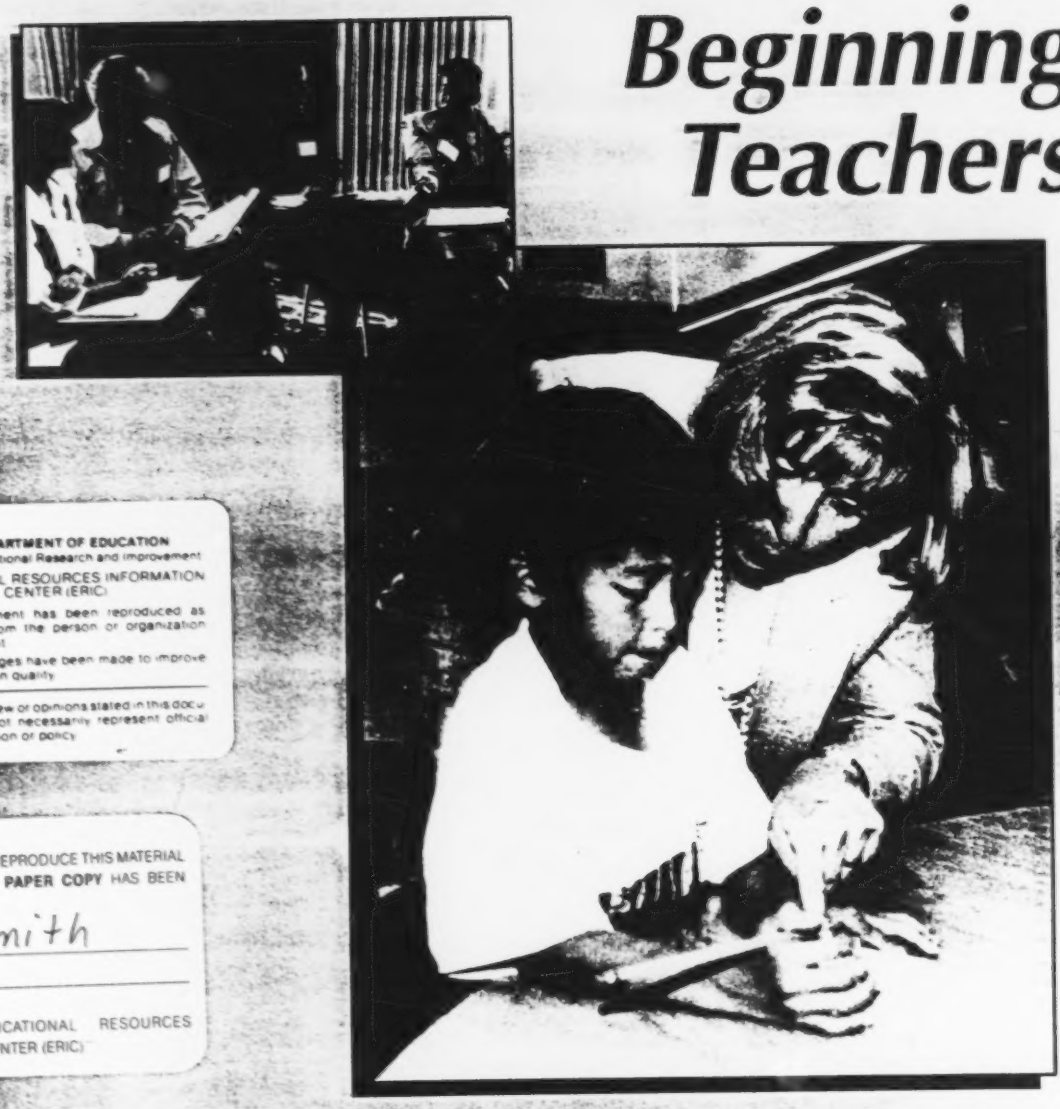
Success For Beginning Teachers



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The California New Teacher Project

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Success for Beginning Teachers

The California New Teacher Project
1988-92

Mary Jane T. Pearson
Chair
California Commission on Teacher Credentialing

Bill Honig
Superintendent of Public Instruction
California Department of Education

"The California New Teacher Project has demonstrated that intensive support, continued training, and informative assessments of teachers in their first professional years result in better instruction for students."

Sacramento, California
March 10, 1992

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California Department of Education

"The independent evaluation concluded that teachers in the pilot project learned to teach more effectively than other new teachers who received less assistance and training, and that students in the project classrooms benefited from better learning environments and opportunities."

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California New Teacher Project Staff
Technical Reports

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The Elk Grove Unified School District
The California New Teacher Project
The Center Unified School District

"The assessment of teaching competence is not part of the state's teacher credentialing requirements. Current assessments of teaching ability are often incomplete, unreliable, and inconsistent."

California Commission on Teacher Credentialing
California Department of Education

EXECUTIVE SUMMARY

Findings

Fewer than half of California's school districts provide the support and training that beginning teachers need to become better teachers, remain in the teaching profession, and help their students become better learners.

Taken together, current assessments of prospective and novice teachers do not effectively assure the public that teaching credentials are granted only to competent individuals.

The California New Teacher Project has demonstrated that intensive support, continued training and informative assessments of teachers in their first professional years result in better instruction for students.

- Compared with other new teachers, first-year teachers in the pilot project were more consistent in using instructional practices that improve student achievement.

- Project participants also used more complex, challenging instructional activities in their classrooms. This enabled their students to learn important curriculum content, advanced thinking skills, and cooperative work habits.

- Participating teachers motivated diverse students to engage in productive learning activities more consistently than beginning teachers outside the pilot project.

- In classes of diverse students, project participants gave the same complex, challenging assignments as they did in classes that were ethnically and culturally homogeneous, unlike other new teachers.

- Participating teachers used a wider range of instructional materials, and made more frequent use of new state curriculum frameworks and district guidelines.

- Teachers did long-term planning of curriculum and instruction, ensuring that students were taught the entire set of skills and knowledge to be learned during the year.

- Very high proportions of teachers remained in teaching for a second and third year. The project reduced the overall attrition of new teachers by more than two-thirds. The problem of beginning teachers quitting due to isolation, frustration, or burnout was virtually eliminated.

- Retention rates were particularly high among minority teachers and teachers serving in hard-to-staff urban and rural schools.

- Novice and veteran teachers communicated effectively and collaborated with each other for improvements in curriculum content, teaching practices, and student learning.

- Experienced teachers who guided and assisted beginning teachers also learned new methods of instruction. Both groups became more reflective about their practices and more enthusiastic about their careers in teaching.

- Teachers who needed special help were identified and assisted. Teachers who did not perform well despite extra assistance were counseled about other career options.

- Universities, school districts, and the state assess and evaluate prospective teachers and new teachers in a variety of ways. However, assessments are done without a general state framework that identifies the knowledge, skills, or abilities that new teachers need. Some important areas of professional competence are not assessed.

- Many universities and school districts assess teacher candidates and probationary teachers without clear expectations or well-defined performance standards. These assessments vary in scope, focus, and expected level of proficiency. Instead of a coherent assessment system, California has a patchwork of uncoordinated, inconsistent assessment practices.

- Procedures and techniques of performance assessment based on observations, simulations, interviews, and portfolio reviews have been developed and could be refined for local and statewide use. Improved assessments would provide better information for professional development and teacher credentialing, lead to further improvements in classroom instruction, and give the public stronger assurances of new teacher competence.

- A modest investment of state funds in the training, assistance, and assessment of beginning teachers leads to higher retention in teaching, and lower replacement costs for universities and school districts. This state investment is recovered within a few years.

- The more intense the assessment, training, and support for new teachers, the more dramatic are these results.

- Current state policies, however, do not promote effective, systematic support, training, and assessment of new teachers.

Recommendations

California must ensure the success and effectiveness of all new teachers.

Successful, effective teachers create environments in which students learn the curriculum and experience their own success. These teachers are competent in planning and teaching, they develop professionally by reflecting on their practices and pursuing new ideas and strategies, and they take pride in their profession.

To increase beginning teacher success and effectiveness, state education policies governing teacher preparation, induction, credentialing and professional development need to

be redesigned to provide for a better transition from *student of teaching to the role of teacher.* California needs to establish an integrated system of new teacher support and assessment, beginning with university preparation and continuing through induction into teaching. More effective induction of new teachers would include a gradual introduction to the norms and responsibilities of teaching, advice and assistance from experienced colleagues, and useful information about each teacher's performance compared to established expectations for what beginning teachers should know and be able to do.

Sufficient state and local resources, including new funds as they become available, must be committed to the success of beginning teachers. State and local policy makers should implement the following recommendations by 1996.

What To Do

1. **Support for All New Teachers.** All beginning teachers in California should participate in local programs of training, assistance, and support. Local education agencies, colleges, universities and professional organizations should work together to create beginning teacher induction programs. These programs should include cost-effective components that increase teacher effectiveness, such as:
   - Time for new teachers to work with trained, experienced teachers.
   - Professional development seminars designed for beginning teachers.
   - Opportunities for new teachers to observe and analyze exemplary teaching.
   - Useful information about the strengths and weaknesses in each new teacher's practices.

   > *"Following their completion of a teacher education program and the award of a provisional certificate, new teachers should complete an induction period or internship of at least a year's duration."*
   >
   > *—National Commission for Excellence in Teacher Education*

2. **A Coherent System for Assessing New Teachers.** All new teachers should meet realistic, challenging standards of professional performance. The existing patchwork of new teacher assessments should be revised to create a more coherent, integrated, fair, and effective system for obtaining and using information about the performances of prospective and beginning teachers. The scope, content, and methods of assessment should be governed by a new framework of common expectations for the knowledge, skills, and abilities of new teachers. Assessors must be trained to use the framework fairly and consistently. Assessments should include a variety of active performances, and not consist solely of written tests.

3. **Teacher Support Integrated with Assessment.** The purpose of new teacher assessment is to improve the quality of instruction for California's students. Support programs can be more effective when they use information about what teachers need. Performance assessments should provide useful information to the teachers themselves, to the support programs in which they participate, and to the preparation programs they

attended in colleges and universities. State agencies should evaluate alternative uses of assessment, including uses related to the credentialing and professional development of teachers. Alternative models for combining support and assessment in university preparation and new teacher induction programs should also be evaluated.

How To Get There

4. **A "Framework of Knowledge, Skills, and Abilities for Beginning Teachers."** A state framework must be developed that will outline the knowledge, skills, and abilities expected of beginning teachers, and will serve as the basis for accurate information about their performances. This framework must be completed with input from teachers; representatives from colleges, universities, and school districts; parents; and other interested citizens. The framework must recognize that teaching is complex, that teachers need time to develop teaching expertise, and that a teacher's decisions, practices and perspectives are interrelated. The framework must encompass the most significant elements of effective teaching, but must not be a checklist of teacher behaviors.

> *"Lax requirements weaken public confidence in the quality of teachers. (It is essential to) upgrade the induction process and reassure the public that teachers are fully qualified professionals."*
>
> *—California Business Roundtable*

5. **Working Conditions that Foster Success.** All beginning teachers, as well as experienced teachers, should serve in circumstances that foster their professional success and effectiveness. In addition to an intensive support program, new teachers should be provided with quality educational materials and teaching assignments that are appropriate to their level of experience.

6. **State Standards for New Teacher Support Programs.** California schools and districts responded to the New Teacher Project with a rich variety of approaches to supporting new teachers. State-funded induction programs should be developed and administered by local schools and districts, which should be encouraged to collaborate with colleges and universities. While flexibility to meet local needs is crucial, local programs must meet broad state standards of program quality and intensity.

7. **Restructured Teacher Preparation, Support, and Professional Development.** School districts, colleges, and universities must be given incentives to coordinate the teacher development that takes place in preparation programs, in "new teacher" induction programs, and in professional development courses. "Bridges" must be created that link the phases of teacher education throughout their careers.

These recommendations for change hold great promise for the future of teaching in California, and for the diverse students in our classrooms.

This report summarizes the background, findings and conclusions of the California New Teacher Project.

PROBLEMS CONFRONTING BEGINNING TEACHERS

In a recent year, 30 percent of new teachers left California's metropolitan schools and rural schools after just one year in the classroom. Nationwide, 30 percent leave teaching within the first two years, another ten percent leave after three years, and more than half leave within five to seven years. Academically talented teachers are the most likely to leave the schools. After the public pays for the preparation of thousands of teachers each year, our schools lose much of this talent before our children realize many of the educational benefits.

What are the conditions that make this 'revolving door' turn so fast?

Poor Support

Californians have higher and higher expectations for teachers and students in schools. However, few California schools give beginning teachers intensive assistance, guidance, training or evaluation.

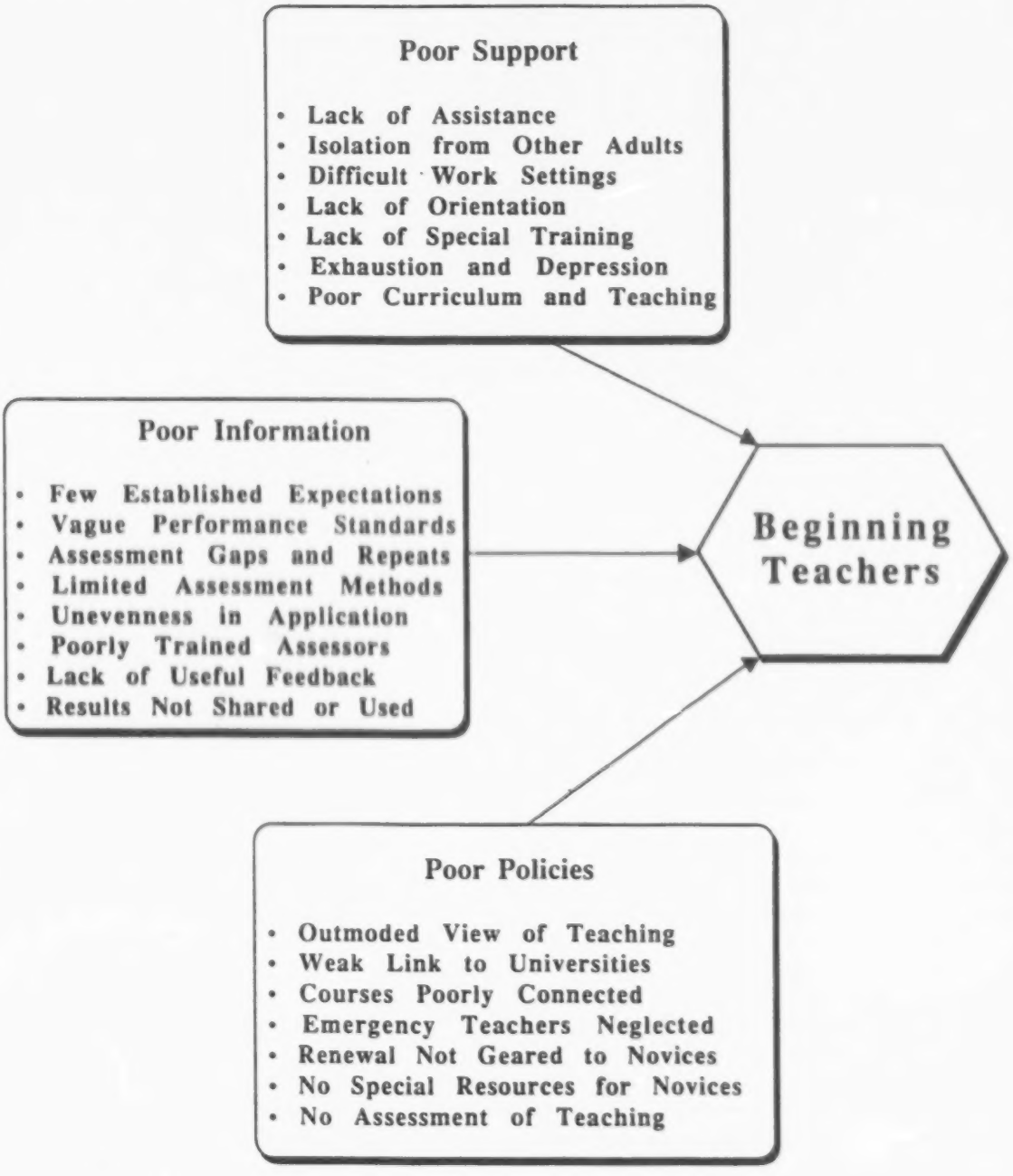
Lack of Assistance. Many principals and experienced teachers would like to assist new teachers, but they don't have enough time due to their teaching and administrative responsibilities. When mentors *are* assigned to assist beginning teachers, they often work in different schools, grade levels or subjects than the novices.

Isolation. Schools are organized so each teacher is solely responsible for a classroom. New teachers have little time in the school day to consult professionally with experienced colleagues. Because of professional norms, novices who seek assistance are seen as incapable or less than professional. Beginners are reluctant to share their difficulties with principals, for fear of a negative evaluation.

> *"It is professional suicide to admit you need help. You learn this fast so you don't go up to your department chair or other teachers for help."*
>
> *—Beginning teacher*

Difficult Work Settings. First-year teachers are expected to teach the same large classes as professionals with many years of experience. It is increasingly common for teachers, including novices, to have 35 students in a class. Veteran teachers usually get the most appealing teaching assignments with the most capable students. Newcomers are left to teach the most challenging students in the most difficult settings. Increasingly, new teachers are assigned to teach large numbers of limited-English speaking students. In

Problems Confronting New Teachers


Poor Support
• Lack of Assistance
• Isolation from Other Adults
• Difficult Work Settings
• Lack of Orientation
• Lack of Special Training
• Exhaustion and Depression
• Poor Curriculum and Teaching
Poor Information
• Few Established Expectations
• Vague Performance Standards
• Assessment Gaps and Repeats
• Limited Assessment Methods
• Unevenness in Application
• Poorly Trained Assessors
• Lack of Useful Feedback
• Results Not Shared or Used
Beginning Teachers
Poor Policies
• Outmoded View of Teaching
• Weak Link to Universities
• Courses Poorly Connected
• Emergency Teachers Neglected
• Renewal Not Geared to Novices
• No Special Resources for Novices
• No Assessment of Teaching

elementary schools, many new teachers have students from two grades. In secondary schools, they often teach four or five different subjects. Many novices are assigned to schools where they fear for their safety. New teachers are also more likely than veterans to be assigned to extracurricular activities such as sponsoring student clubs. Due to inadequate facilities, some new teachers do not have their own classrooms, but must move from room to room, carrying their materials with them.

Lack of Orientation. As school districts prepare for each school year, many new teachers are hired late, sometimes even after the school year has begun. Few beginners have time to get accustomed to their schools, their students, their supervisors, or the surrounding community. Few school districts provide a special orientation for their beginning teachers. Although California spends an estimated $3 million per year for new teachers to attend school-wide orientation sessions at the beginning of the school year, these programs generally are aimed more at the school's returning veterans, making it difficult for new teachers to get basic information and advice they need.

Lack of Special Training. While $6 million per year is spent so new teachers can attend classes and workshops, they generally are grouped with their experienced colleagues. Training that is specially designed for beginning teachers is not offered by many schools and districts. Workshops for new teachers may be available in classroom management and discipline, but rarely in teaching limited-English speaking students, using curriculum frameworks and textbooks, teaching particular subjects, or organizing cooperative learning groups in the classroom.

Exhaustion and Depression. Teaching is always hard work, especially for novices who cannot rely on materials or plans from prior years. Many new teachers must spend thousands of extra hours planning lessons and grading papers. Isolated and frustrated, they often question whether they will survive in the profession, or become proficient at teaching. Students are frequently uncooperative; the result is often despair and depression for new teachers.

> *"I knew the first year would be difficult, but I didn't expect all of the pressures of dealing with at-risk students on top of the pressures of being a first year teacher."*
>
> *—Beginning teacher*

Poor Curriculum and Instruction. Without special training or assistance, many new teachers cannot translate what they learned in college courses into effective learning activities for students. Instead, they fill classroom time with busywork that fails to challenge students intellectually. Left on their own, many beginning teachers revert to poor instructional practices used by their own teachers.

Poor Information

There is no comprehensive assessment or verification of beginning teachers' skills in California universities or classrooms today. As a result, colleges and universities do not get the information they need to revise or restructure their pre-service preparation programs; districts cannot use assessment results to target needed professional development; and the public is not assured that all teachers have met reasonable standards of performance.

Obtaining information about new teachers' competence and performance is hampered by a series of problems.

Few Established Expectations. There are few clearly stated expectations for what new teachers should know and be able to do. The education profession in California has not established any expectations for the performances of beginning teachers. The lack of common expectations leads to an uncoordinated patchwork of assessment practices in California colleges, universities, and school districts.

Unclear Performance Standards. There is little agreement among those who assess new teachers about how well they should perform. There is little consistency among teacher preparation institutions and school districts in the scope or content of assessments of instructional abilities or curriculum planning skills. State credentialing requirements do not include any independent verification of teaching ability.

Assessment Gaps and Duplications. In most cases, the ability of aspiring and new teachers to manage classrooms is assessed more than once, but their ability to engage students in a challenging curriculum is not assessed at all. The ability to teach content, or to teach diverse students, is assessed superficially, if at all.

Limited Assessment Techniques. Existing assessment instruments often measure only limited aspects of teaching. Classroom observation is the primary form of assessment used by colleges, universities, and school districts to measure new teachers' knowledge, skills and abilities. However, when many teachers must be assessed, the time per teacher is significantly reduced, which compromises the quantity and quality of the resulting information for teachers and decision makers.

Uneven Application. Inconsistencies in the frequency and timing of assessments are common during both student teaching and the first year of teaching. In one sample of student teachers, assessments by university supervisors ranged from two observations in 18 weeks to one per week. Some student teachers reported daily feedback from their master teachers, while others reported receiving almost no feedback at all.

Inadequate Training of Assessors. Many of those who assess the performance of aspiring and beginning teachers lack formal training for this role. This is a major reason why existing assessments in California are uneven, inconsistent and superficial. Even within individual schools and districts, assessments of prospective and novice teachers are inconsistent and unreliable because of individual differences in the evaluators.

Lack of Feedback. The findings of assessments often are not shared systematically with teachers themselves. One sample of new teachers reported they rarely received specific reports from their evaluators about their teaching strengths and weaknesses. The most common report is "you're doing fine," which may be intended to encourage new teachers, but does not help to improve their teaching practices. The lack of systematic information about their own perfor-

mances compounds the lack of support—it creates ambiguity and uneasiness when new teachers need clear, definite information about their strengths and weaknesses.

Average Teachers are Rarely Pushed to Improve. Many schools use a "worst case" approach to assessment results. Assistance goes only to those who most need it, leaving many others who are barely getting along to fend for themselves. *All* new teachers need accurate information about how well they are doing, but current policies and practices assume that most beginning teachers can identify their own needs.

> *"Experience will certainly help a teacher become more effective in more areas. But it is good for a beginning teacher to focus on specific skills that are listed in an assessment instrument."*
>
> *—Beginning teacher*

Results Underutilized. Assessment results are rarely shared with those who prepare, hire, guide or assist new teachers. School districts rarely receive systematic information about new teachers' strengths and weaknesses from colleges or universities. District personnel offices obtain information when teachers are hired, but this is not routinely shared with those who supervise, guide or train new teachers. Conversely, colleges and universities receive almost no information from school districts about the performance of their graduates. Because of legal liabilities (both perceived and real), institutions and individuals are reluctant to share information, even for the purpose of helping teachers to improve.

Poor Policies

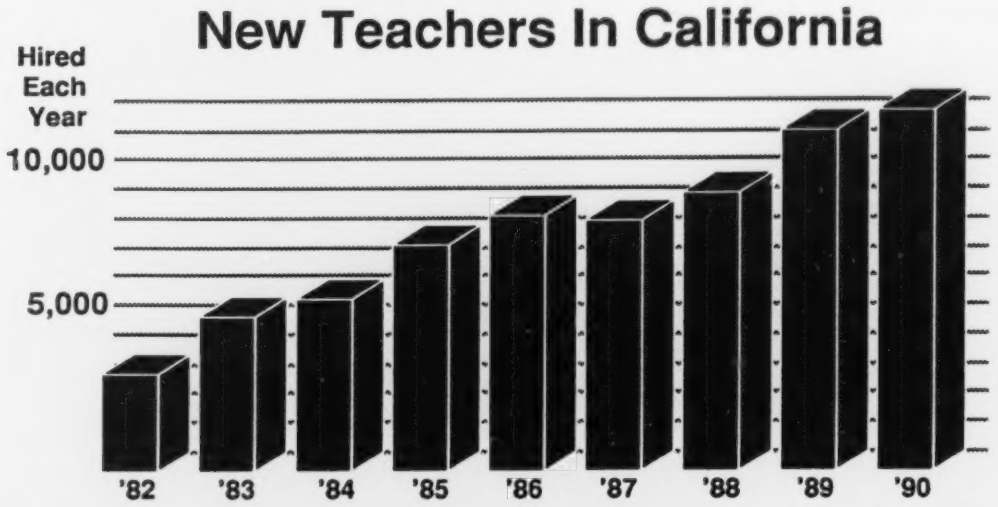
California policies do not address the problems of poor support and poor information that confront thousands of new teachers each year.

Outmoded View of Teacher Development. Current state policies for teacher credentialing assume that beginning teachers who complete university courses and student teaching are fully prepared for teaching responsibilities. Preparation suddenly ends when employment begins. Existing policies were adopted more than twenty years ago. Today, teaching in California is more difficult, challenging, and complex. Teachers can no longer learn everything they need to know about teaching in university preparation programs, no matter how effective those programs may be.

Weak Link to Universities. Universities prepare future teachers, and school districts train the professionals whom they hire. These two institutions usually do not collaborate in the design or delivery of preparation and training programs. Often there is little relationship between the lessons that teachers learn in college, and what they are subsequently taught in staff development.

Required Courses Poorly Connected to Teaching. State policies allow teachers to assume full-time classroom responsibilities before all credential requirements have been met. To finish the remaining requirements, many novices are required by law to complete additional university classes that are often not helpful in meeting the day-to-day challenges of the classroom.

'Emergency' Teachers Neglected. Some new teachers are hired without prior training in any methods of classroom instruction because no fully-credentialed teachers can be found. These 'emergency teachers' usually receive little special assistance, orienta-



tion or training. Because of their lack of preparation, they are particularly taxed by the intensities of their jobs.

Renewal Requirements Not Geared to Novices. Many new teachers *do* meet all credential requirements before they begin teaching. They must then renew their credentials by completing requirements that were designed for experienced professionals. Credentialing policies do not attend to the special needs of entering teachers during the induction phase of the career.

Resources Not Committed to New Teachers. The state's staff development system, which is still being developed, gives little attention to the struggling new teachers of California. Special resources need to be set aside for the special needs of beginning teachers for training, assistance, and useful information from accurate evaluations.

No Assessment of Teaching. The only assessment that all teachers must pass for a credential focuses on basic academic skills and ignores teaching ability. The Legislature established a standardized test of basic skills because local assessments of these skills were unreliable. Today, the credentialing process still does not include a comprehensive, independent assessment of teaching competence. The absence of a consistent and rigorous assessment of teaching ability adds to the uncertainties that new teachers experience, undermines the development of their skills, and weakens public confidence in teachers and schools.

Greater Demands on Teachers

Perhaps the greatest challenge confronting new teachers is the fact that we expect so much more from them today than in the past.

Curriculum Reforms. In recent years, new State Curriculum Frameworks and Standards have oriented California schools toward the 21st Century. Ambitious curriculum reforms have also been sponsored by many school districts and county offices of education. These state and local policy initiatives have established higher expectations for students than ever before, and have fostered

more rigorous learning activities in all classrooms. The recent curriculum reforms have also created higher expectations for all teachers. These higher standards are particularly challenging for novices, because of their lack of experience.

Demographic Changes. Another significant change is the increasing diversity of California's students. Today's students enter school at highly varied levels of readiness to learn, and bring a wide array of languages, values, and backgrounds into California classrooms. The increasing cultural and linguistic diversity make our children extremely challenging to teach. Again, this challenge is particularly acute for beginning teachers, especially if they lack special training in instructional practices that have proven to be effective in diverse classrooms.

The Bergeson Act

The Bergeson Act was introduced in response to several distinguished "blue ribbon" commissions in California and the nation which concluded that defects in teacher preparation, induction, and development undermine the quality of teaching in the classroom.

The California Commission on the Teaching Profession reported that *"the course work required for the teaching credential is not well connected either to available theory about how to teach, nor to the reality of teaching in a classroom. Young teachers are often forced to search on their own for survival tactics once they are on the job,"* and *"the teacher's workplace is organized and supervised in ways that isolate and hobble teachers. Qualities that are seen as hallmarks of productivity in business—mutual help, exchange of ideas, cooperative work to develop better practices—are rare in schools."*

> *The Legislature finds and declares that the beginning years of a teacher's career are a critical time in which it is necessary that intensive professional development and assessment occur... Intensive professional development and assessment are necessary to build on the preparation that precedes initial certification, to transform academic preparation into practical success in the classroom, to retain greater numbers of capable beginning teachers, and to remove novices who show little promise as teachers.*
>
> *—Bergeson Act*

The standards for determining teacher competence were also questioned by this commission. *"The public has a right to hold its schools accountable and to expect that those individuals licensed to teach children meet professional standards for competence and education. These standards should be based on state law and regulations, local district policies and practice, and professional norms. But in today's school environment, standards are being undermined by administrative expediencies that mask the true extent of the teacher shortage and undermine teaching quality" (pp. 13-14).*

The commission called for adoption of *"thorough testing of individual candidates, as is the practice in other professions, such as medicine, law, nursing, dentistry, and accounting."* This testing could include *"on-site assessments of instructional skill and*

> *The Legislature recognizes that the public invests heavily in the preparation of prospective teachers... It is the intent of the Legislature that the Commission on Teacher Credentialing and the Superintendent of Public Instruction develop new policies to govern the support and assessment of beginning teachers, as a condition for the professional certification of those teachers in the future.*
>
> *—Bergeson Act*

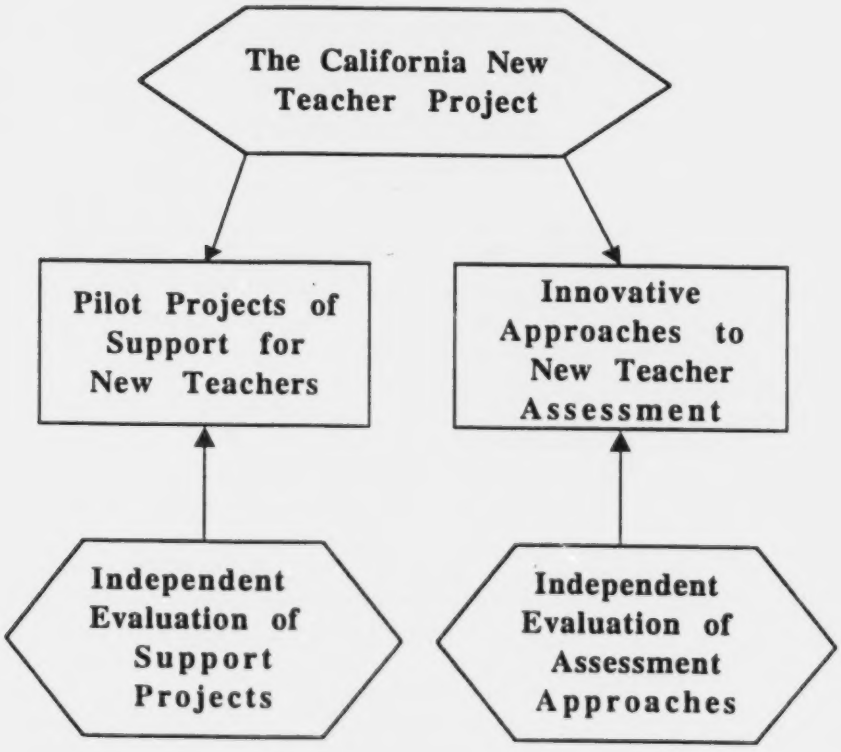
classroom management" (p. 15). However, developing new methods for assessing teaching was opposed by individuals who argued that the complexities and variables of teaching make it impossible to measure competence consistently, fairly, and cost-effectively.

In addition, little information was available about the quality of evaluations of prospective teachers done by colleges, universities, and school districts.

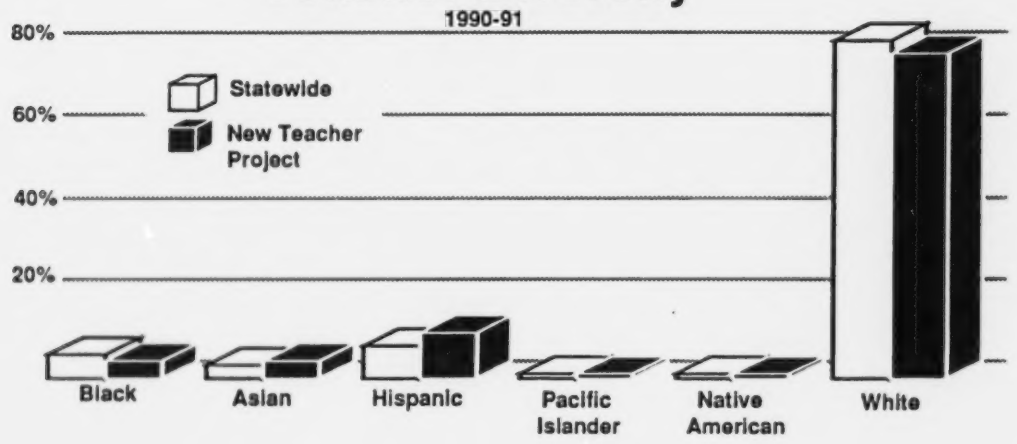
The Bergeson Act directed the Commission on Teacher Credentialing and the Superintendent of Public Instruction to evaluate alternative methods of new teacher support and assessment, and to recommend new policies governing the induction and credentialing of teachers entering California public schools.

The California New Teacher Project

Based on the Bergeson Act, the Commission on Teacher Credentialing and the California Department of Education awarded funds to 37 local programs to provide support and training for first-year and second-year teachers, and to pilot innovative assessments from 1988-89 through 1991-92. Each year the two state agencies selected independent researchers to evaluate the relative costs and benefits of alternative methods of support and assessment.


The California New Teacher Project
Pilot Projects of Support for New Teachers
Innovative Approaches to New Teacher Assessment
Independent Evaluation of Support Projects
Independent Evaluation of Assessment Approaches

Teacher Diversity

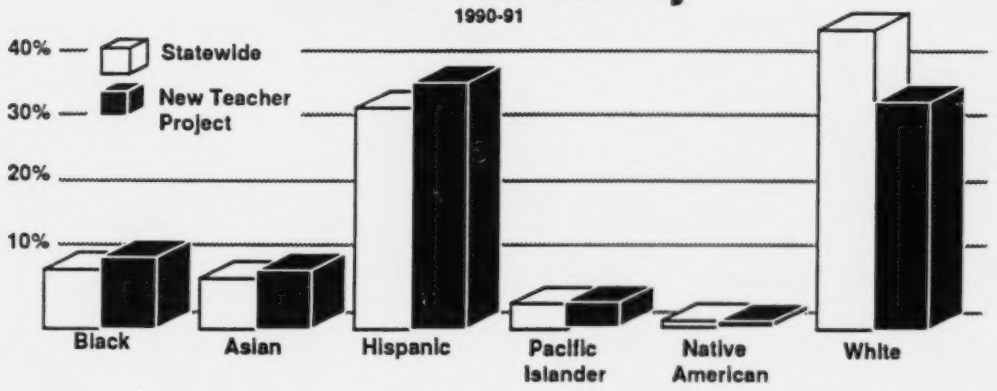


The Schools, School Districts, and County Offices of Education that hosted the 37 New Teacher Projects were distributed across the state. Thirteen projects were located in northern California, seven were in the central part of the state, and 17 were in northern California. Sponsors of the pilot projects are identified on pages 44-45.

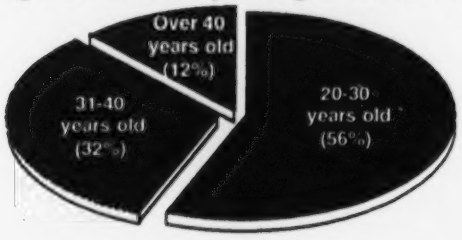
Elementary schools	399
Middle schools	58
High schools	37
School districts	92

Teachers, who numbered 3,079 over the four years of the project, reflected the composition of the profession in California.

Student Diversity



Age Of Participating Teachers

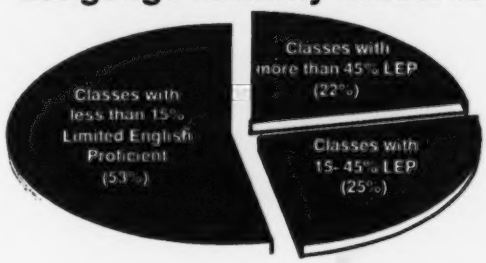


Nearly all participants had completed university teacher education programs, and nearly all had taught less than one year prior to entering the project. Elementary teachers were the largest group, primarily because California school districts hired more teachers at that level.

The Students in the New Teacher Project classrooms fully represented the diversity of students in California. The percentage of students from minority backgrounds was larger than the current percentage of minority students in schools statewide.

Project Sponsors were diverse organizations. Approximately one-third of the pilot projects were sponsored by individual school districts. The remaining two-thirds were sponsored by school districts in collaboration with county offices of education, colleges, universities, and teacher associations.

Language Minority Students



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SUPPORT FOR NEW TEACHERS

The Bergeson Act required the Commission on Teacher Credentialing and the Department of Education to evaluate how support programs for beginning teachers might help to:

- Retain capable teachers;
- Improve the teaching abilities of beginning teachers;
- Improve the teaching of students from diverse backgrounds; and
- Identify beginning teachers who need additional assistance, and those who would be more effective in other professions.

Alternative Methods of Support

The projects were funded on the basis of their plans to implement alternative methods of supporting and assessing first-year and second-year teachers. The 37 projects were not distinct models, but their characteristics and features varied in type and intensity.

Some new teachers received help from experienced teachers, such as mentor teachers or other professional colleagues. In some projects, support was provided by a district staff person, a university professor, or an outside consultant. In one project, retired teachers served as coaches. These experienced educators provided emotional support and professional advice and assistance. Sometimes they attended the new teachers' classes and offered practical suggestions.

Most projects included orientation programs at the beginning of the school year, followed by additional meetings, seminars, and workshops designed especially for new teachers. In several projects, Professional Development Schools served to demonstrate good teaching at selected school sites.

University coursework was a part of many programs, often leading to completion of credential requirements, advancement on the pay scale, or an advanced degree. Some projects formally linked university teacher preparation programs and schools; others established informal arrangements, using university personnel as consultants or guest speakers. Some projects sent new teachers to professional conferences.

Teachers reflected on their experiences in a variety of ways. They discussed their problems and shared ideas with their peers, their support providers, and their supervisors. They wrote journals to express their concerns and reflect on their own development. They met with others who worked at the same grade level, taught the same subjects, or worked at the same school.

Technology played a unique role in some projects. In rural areas two projects used computer bulletin boards to deliver services to new teachers, and one used interactive television. Others videotaped teaching performances for new teachers to observe and discuss.

Other assistance included team support meetings, stipends to purchase classroom materials, and opportunities to observe exemplary teaching.

Time was always a critical factor. It was a challenge to coordinate schedules and allow time for planning and working with experienced teachers. In some projects, activities took place after the work day, or in regular professional development time. Others provided release time or reduced new teachers' class loads.

> *"The fact that the project gave me 'protected time' was very important to me. I got time to observe and work with experienced teachers and with my professional associate. It was safe to ask questions and bounce ideas off of them."*
>
> *—Beginning teacher*

Evaluation of Support Projects

The California Department of Education and the Commission on Teacher Credentialing issued a contract to the Southwest Regional Educational Laboratory (SWRL) to evaluate the effectiveness of the support methods employed in the pilot projects. Extensive research was conducted over three years through the use of mailed surveys, personal interviews, classroom observations, ratings of teacher performance, and review of relevant documents. Information was obtained from new teachers, experienced mentors, university faculty who worked with the new teachers, principals, and other supervisors and project directors.

SWRL identified four key elements in the support of beginning teachers.

- **Involving experienced teachers,** carefully selected and specially trained, in guiding and assisting teachers.
- **Structured time** for experienced and beginning teachers to work together.
- **Training for new teachers** that is directly related to their immediate needs and their current stage of professional development.
- **Individual follow-up** by experienced teachers, so new teachers can use their new skills effectively in their classrooms.

When these elements were implemented in pilot projects, the following results were achieved.

Improved Teacher Performance and Student Learning

Improved Teaching Skills. The independent evaluation of the New Teacher Support Project conducted by the Southwest Regional Educational Laboratory showed that project teachers consistently used instructional practices that improve student achievement, according to previous research. These include:

- Introducing students to a "thinking curriculum";
- Organizing and managing the classroom for learning;
- Diagnosing students' learning needs;
- Conducting appropriate learning activities;

- Monitoring student progress;
- Providing student feedback; and
- Reteaching students when necessary.

Compared with new teachers who were not in the pilot projects, participating teachers made significant progress in their use of these instructional practices during their first year of teaching.

More Complex Academic Assignments. By the end of their first year of teaching, project teachers were giving their students more complex academic assignments than non-project teachers. In the project classrooms, students used higher-level cognitive skills, engaged in more complex academic tasks, and gave answers that were more extended than students outside the project. Project students also remained productively engaged in these complex learning activities in their classrooms. The evaluator concluded "that the project teachers became more proficient than the non-project new teachers," and that students benefited educationally from the teachers' increased effectiveness.

Improved Student Engagement. Prior studies showed that the level of student engagement in academic activities is strongly related to student achievement. In project and non-project classes, SWRL recorded the numbers of students who were productively engaged in learning activities. Compared with the non-project classes, students in the project classrooms were consistently more engaged during the observed lessons. If this difference in learning activity is consistent through the school year, the evaluator concluded, it "could significantly improve the overall achievement of students."

Improved Planning. Project teachers engaged in more long-term planning of curriculum and instruction. For example, more project teachers developed instructional plans that extended a month or more in advance. Such planning paces instruction, so students are introduced to the entire set of skills and knowledge to be learned during the year. Long-term planning is a challenging task for novice teachers, but project teachers received guidance and assistance that helped them better serve their students.

> *"My students and I have benefited because of this project. I have been able to learn new strategies for teaching. The project allows new teachers to see other teachers and their lessons. I always leave each meeting with new ideas and lots of enthusiasm."*
>
> *—Beginning teacher*

Improved Use of Teaching Materials. Project teachers used a wider range of materials than other teachers. They made more frequent use of state frameworks, district guidelines, and instructional materials that were appropriate for their students. Novices without support relied primarily on their own views of what should be taught, and gave limited attention to state frameworks, district guidelines or teachers' manuals.

Improved Confidence. Project teachers gradually gained confidence as their performance improved over the course of the year. They successfully implemented more difficult teaching strategies and kept students involved in complex learning activities. Intensive and effective mentoring was found to contribute to improved confidence and higher levels of satisfaction with teaching as a career.

Improved Ability to Make Decisions. New teachers interviewed by the independent evaluator said the support and assistance helped them make instructional decisions, including decisions associated with:

- Classroom management and discipline;
- Teaching the grade levels and students

they were assigned to teach;
- Finding sufficient and appropriate materials and resources;
- Selecting, understanding, and applying instructional strategies; and
- Implementing curriculum frameworks and programs.

Learning to Reflect on Teaching Practices. Teachers who examine and question their own teaching practices are most likely to improve professionally. Several pilot projects emphasized the importance of learning how to think analytically and critically about teaching. SWRL developed a new instrument to assess the effects of these efforts. The number of project teachers who learned to analyze teaching at a "moderate to high" ability level was almost 50 percent higher than the number of non-project teachers. The evaluator concluded that two or more years of training and coaching are needed for large numbers of new teachers to become highly reflective about their teaching.

High Marks from Experienced Educators. Principals, experienced teachers, and district leaders spoke positively of the gains made by teachers in the projects, and the long term benefits to children and to schools. They felt that the project had helped teachers understand their students and the curriculum they were expected to teach. As one principal stated, "I no longer have to wait so long for a good teacher to become a great teacher. These beginning teachers look more like fourth or fifth year teachers."

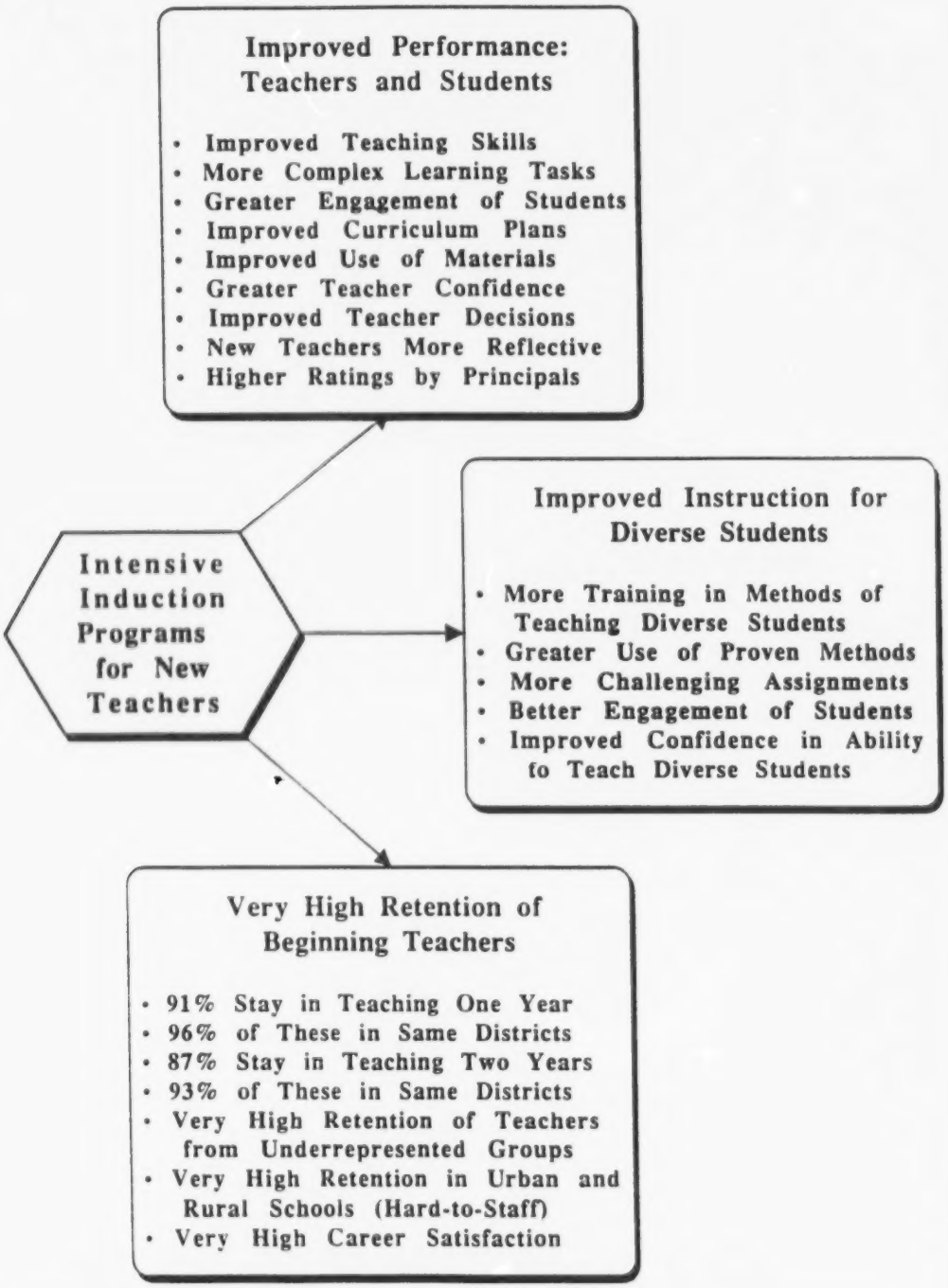
Because of these findings, the independent evaluator concluded that teachers in the pilot project learned to teach more effectively than other new teachers who received less assistance and training, and that students in the project classrooms benefited from better learning environments and opportunities.

Many new teachers find themselves at a loss when they are assigned to teach students from diverse ethnic, cultural or linguistic backgrounds. Student teachers often practice in environments that are considerably different from those in which they ultimately teach. A recent study found that few new teachers were effective in instructing diverse student groups, despite a variety of attempts to prepare them. A possible explanation is that many of the complexities and nuances of teaching are not fully learned in training, but require guided practice in a teacher's own class. Student teaching may not be adequate to prepare teachers fully for the responsibility of teaching diverse student groups on their own.

More Training in Strategies for Teaching Diverse Students. In each year of the California New Teacher Project, increased attention was given to teaching diverse student groups, and particularly limited English speaking students. By 1990-91, ninety percent of the projects provided training in:

- Organizing the classroom for more effective instruction through the use of such techniques as cooperative learning and peer tutoring;
- Giving clear instruction to limited-English students, and developing their English skills in the course of academic instruction;
- Promoting self-esteem and positive social relations among students from diverse backgrounds; and
- Relating to parents from diverse backgrounds, to coordinate home and school learning.

Results of New Teacher Support


Improved Performance:
Teachers and Students
• Improved Teaching Skills
• More Complex Learning Tasks
• Greater Engagement of Students
• Improved Curriculum Plans
• Improved Use of Materials
• Greater Teacher Confidence
• Improved Teacher Decisions
• New Teachers More Reflective
• Higher Ratings by Principals
Intensive Induction Programs for New Teachers
Improved Instruction for Diverse Students
• More Training in Methods of Teaching Diverse Students
• Greater Use of Proven Methods
• More Challenging Assignments
• Better Engagement of Students
• Improved Confidence in Ability to Teach Diverse Students
Very High Retention of Beginning Teachers
• 91% Stay in Teaching One Year
• 96% of These in Same Districts
• 87% Stay in Teaching Two Years
• 93% of These in Same Districts
• Very High Retention of Teachers from Underrepresented Groups
• Very High Retention in Urban and Rural Schools (Hard-to-Staff)
• Very High Career Satisfaction

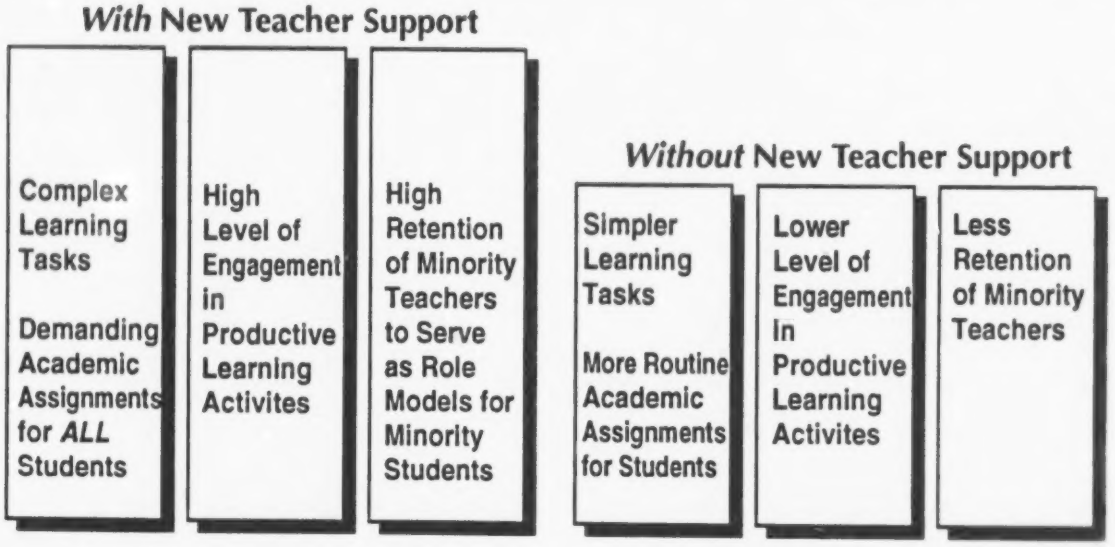
Greater Use of Proven Techniques. Each year more than two-thirds of the new teachers said they learned specific methods for teaching limited-English proficient students. Teachers who had the most intensive training in teaching diverse students exhibited a high use of effective classroom strategies. Project teachers made greater use of cultural topics and instructional practices that other studies have shown to be effective for teaching diverse students.

> *"I teach in an inner-city school and I find myself dealing with a considerable range of student abilities. It is very challenging for me to accommodate all these different levels. I got a lot of practical ideas for my classroom from the mentor. Our training class also helped me get my cooperative learning groups going."*
>
> *—Beginning teacher*

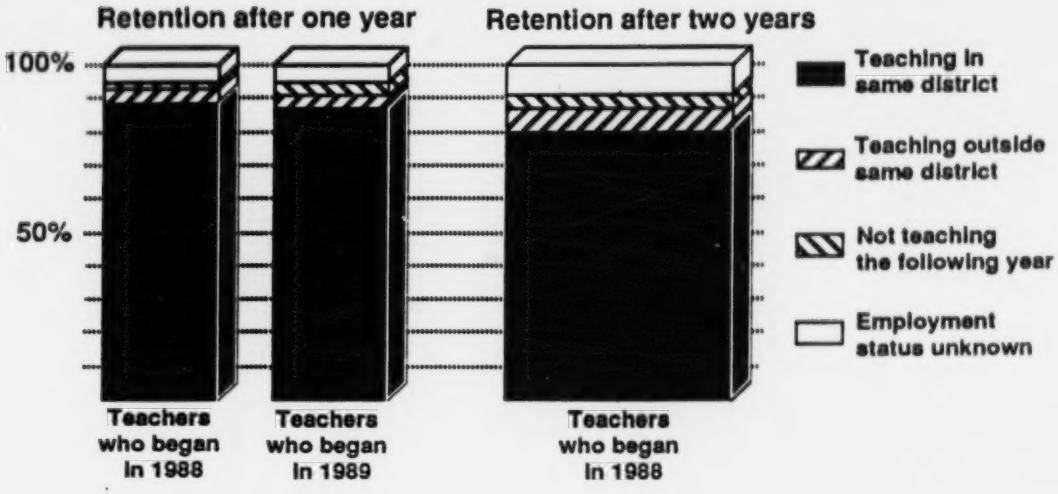
More Challenging Assignments. Research has shown that minority students learn best in classrooms where they are given the same challenging assignments as other students. In the project, special training and mentoring of new teachers resulted in equal learning opportunities for diverse students. Ethnic makeup had little effect on the difficulty of assignments in the classrooms of project teachers. Outside the project, new teachers with large numbers of minority students assigned less difficult tasks than their colleagues who taught fewer minority students.

Improved Engagement of Diverse Students. In prior studies, teachers were not able to motivate minority students to engage in productive learning activities as consistently as non-minority students. In project classrooms, SWRL examined the rate of student engagement in highly diverse classes and classes that were more homogeneous ethnically and culturally. In diverse classes, students were as engaged in productive learning tasks as they were in homogeneous classes. The evaluator concluded that "training in instruction of diverse students enabled the project teachers to keep

Improved Instruction for Diverse Students


With New Teacher Support
Complex Learning Tasks
Demanding Academic Assignments for *ALL* Students
High Level of Engagement in Productive Learning Activites
High Retention of Minority Teachers to Serve as Role Models for Minority Students
Without New Teacher Support
Simpler Learning Tasks
More Routine Academic Assignments for Students
Lower Level of Engagement in Productive Learning Activites
Less Retention of Minority Teachers

Retention of Project Teachers



diverse students as engaged in academic activities" as other students.

Improved Confidence in Teaching Diverse Students. Some of the pilot projects gave greater emphasis than others to teaching diverse students. The importance of the projects to the new teachers' success, as perceived by the teachers themselves, depended on the emphasis given to this critical skill area. New teachers who received extensive training in teaching limited-English students evaluated their projects as more helpful than other new teachers. To be effective, new teacher support programs must give considerable attention to specific skills for teaching children who are culturally and linguistically diverse.

The California New Teacher Project showed that beginning teachers need added training and assistance in effective ways to teach diverse students. With this additional support for new teachers, children who are culturally and linguistically diverse have improved opportunities to learn a challenging curriculum of significant academic content.

Improved Retention of New Teachers

Even though they were given challenging teaching assignments, a high proportion of project teachers opted to remain in teaching for a second and third year.

High Retention in the Same Districts. The percentages of new teachers who return to teach in the same districts for a second year range from a low of 60 percent to a high of 81 percent in recent national studies. The percentages of teachers who return to the same districts for a third year vary from 52 to 70 percent. In the California New Teacher Project, only three percent of the teachers were known to have left teaching after one year. At least 91 percent of the project teachers remained in teaching, and 96 percent of these retained teachers continued to teach for a second year in the same districts where they received the support. After two years, at least 87 percent of the teachers remained in teaching, and 93 percent of these teachers remained in their same dis-

tricts. Many of the teachers credited the project for their success in teaching. Of those who decided to stop teaching, most planned to return after a few years.

The California New Teacher Project showed that intensive support had two significant effects on teacher retention. First, it reduced the overall loss of new teachers by more than two-thirds. Second, it virtually eliminated the problem of new teachers quitting the profession due to isolation, frustration and burnout.

High Retention among Minority Teachers. In 1989-90, 53 percent of all students in the public schools were ethnic "minorities," while 82 percent of the certificated educators were non-Hispanic whites. Larger numbers of minority teachers must be recruited, and recruitment efforts must be coupled with strategies that encourage underrepresented teachers to remain in teaching.

The proportion of new teachers from minority backgrounds increased during the four years of the pilot projects. The average retention rate for minority new teachers was significantly higher at project schools than at a sample of other school districts in the state, and in comparison with national data. Additionally, 75 percent of minority new teachers in the project said they were likely to remain in teaching for five years, compared with 60 percent in the national survey.

High Retention in Urban and Rural Schools. When new teachers were matched with experienced colleagues who provided assistance and continued training, they remained in teaching at significantly higher rates than teachers in non-participating schools. This was especially true in schools that historically have been hard to staff.

In urban districts, 91 percent of project teachers continued to teach in their districts, compared to 70 percent in other large districts in California. These findings mirror previous studies that found higher retention among new teachers in California inner-city schools who received special, state-funded support.

In rural districts, 88 percent of project teachers remained in their districts, compared to 50 percent for teachers in other rural districts.

High Career Satisfaction has been found to be linked with long term commitment to remain in teaching and with positive attitudes toward students. Project teachers were more satisfied with teaching as a career, and more optimistic about their potential to influence students, than other teachers in California and throughout the nation.

In 1990-91, 84 percent of project teachers said they were very satisfied with teaching as a career. By comparison, only 44 percent of new teachers in a recent national survey indicated they were very satisfied. The evaluation shows that providing special assistance and

training results in greater career satisfaction among beginning teachers.

With the exception of earning potential, the majority of project teachers were optimistic about their professional opportunities, including career advancement, authority to make decisions concerning teaching strategies and techniques, and involvement in school-level decision making.

Career satisfaction appeared to improve most dramatically for minority teachers. Ninety-seven percent of the project's minority teachers expressed satisfaction with teaching as their career, more than minority new teachers in non-project samples and in other studies. Only 67 percent of black teachers in a Virginia study said they would choose teaching as a career again.

Improved Cooperation Among Teachers

New and Experienced Educators Cooperate. Research shows that interacting with colleagues in making decisions and in developing programs helps new teachers feel positively about themselves as teachers and improves student performance. New teachers who participate in such activities also expect to continue to work with other teachers throughout their careers. Lacking such professional interaction, new teachers become isolated from other teachers, which reduces their capacity for future professional growth.

In the California New Teacher Project, 75 percent of the new teachers in 1989-90 engaged in satisfying professional relationships with their peers. This was a substantially higher rate than among non-project teachers in the evaluation study. Among participating principals, 96 percent said that support efforts had a positive effect on communications among new teachers, resulting in discussions about teaching strategies, curriculum, and school organization.

> *"There has been a quantitative jump in my growth these last two years. I have grown to be a better teacher, and a stronger educational leader. I had the opportunity to join a collaborative team of advisors led by a director whose vision of new teacher support empowered me."*
>
> *—Experienced teacher*

Experienced Teachers Benefit. Approximately 2,200 experienced teachers guided and assisted the 3,079 new teachers during four years of the project. Nearly all of the experienced teachers (98 percent) said sharing their expertise and professionalism with new colleagues was satisfying. Most (80 percent) said they benefited from sharing ideas with other teachers. They cited the following benefits, among others:

- They learned about new approaches to classroom teaching.
- They provided better lessons for students in their own classrooms.
- They clarified their own attitudes and philosophies about teaching.
- They became more reflective about their own methods of teaching students.
- They became aware of the need for continued improvement in their teaching.
- They were invigorated and energized in their enthusiasm for teaching.
- They felt more involved in school-level improvements at their school sites.

The independent evaluator concluded that "support teachers became teacher leaders. (They) improved not only new teachers' competence but also their own. (The project) fostered an environment where teacher professionalism could flourish."

Special Help for Teachers Who Need It

The Bergeson Act directed the Department and the Commission to examine how support programs might identify beginning teachers who need special assistance, and how well they could counsel out those who might be more effective in other professions.

> *"The greatest strength is that the new teacher is teamed with an experienced teacher who can be there to assist them during the rough times."*
>
> *—Principal*

Less than one percent of the project's teachers needed extra assistance to meet acceptable performance standards. The projects were successful at identifying these teachers, and in some cases were able to provide special, intensive help related to their specific needs. Help provided to similar teachers in non-project schools was more generalized, and did not improve the teacher's performance. While wanting to "save" every new teacher, local project directors sometimes found it necessary to advise a teacher not to return. In these cases, all available assistance had been provided.

The Principal's Role. Traditionally, new teachers were guided and assisted by school principals. However, the growing demands on principals have made it increasingly difficult for them to monitor carefully the needs and performances of beginning teachers. New teachers are most often employed in schools with large, crowded classrooms with students from diverse backgrounds. Most principals do not have the time—nor, sometimes, the expertise—to support new teachers, or to offer them useful information about their performance.

The Experienced Teacher's Role. Experienced teachers are another logical source of intensive training, support and feedback for new teachers who need special help. One pilot project involved experienced teachers in the support and evaluation of new teachers as part of a peer review program. In the other projects, mentor teachers and other support providers did not play a *formal* role in counseling low-performing new teachers out of teaching. District and school administrators did this, as specified in local teacher contracts. However, the projects often played an *informal* role. Project staff and experienced teachers talked to some beginning teachers about alternative career options.

Guidelines for Project Management

Important Roles of Teacher Organizations. The project invited teacher organizations to collaborate with educational institutions in the design and delivery of new teacher support and assessment. Each funded project had the support of the local teacher organization, and in some projects the organizations were actively involved. Even when organizations remained on the sidelines, projects offered opportunities for individual teachers to demonstrate leadership. The project evaluation indicated that the expertise and credibility of these teacher leaders were essential for the success of several projects. The pilot projects gave approximately 2,200 experienced teachers the opportunity to guide and assist novice members of the profession. Many of these 'mentors' indicated to the independent evaluator that their work with new teachers in the project had been one of the most rewarding experiences of their professional lives.

Important Roles of Postsecondary Institutions. Colleges and universities were encouraged to collaborate with K-12 educators in the support, training, and assessment of beginning teachers. Postsecondary institutions have considerable expertise and experience to contribute to new teacher induction programs. Sixteen institutions elected to participate, and contributed in various capacities to 25 of the 37 pilot projects. In some projects, university faculty members worked with teachers and district leaders to plan induction programs. In others, they offered classes that were specially designed for groups of first-year teachers. The project evaluation suggested that the most successful collaborations were ones in which university faculty guided and assisted beginning teachers individually. In some instances, this kind of activity was not rewarded by university workload requirements or promotion policies.

Characteristics of Successful Project Management. The evaluation also showed that the following factors contribute to effective support and assessment of new teachers:

- Consistent leadership and administration.
- Sufficient time for the project director to administer the local project.
- A project director whose position is sufficiently influential for effective administration.
- A project director who is familiar with the local context of schools and communities.

In projects sponsored by consortia of institutions (school districts, county offices, colleges, and universities), successful management depended on the following *additional* factors:

- Designation of one agency as lead;
- Clear division of responsibilities; and
- Delegation of duties to coordinators accountable to the project director.

Costs And Benefits

Public resources must be allocated to the most cost-effective investments. The Commission and the Department examined the costs and fiscal benefits of intensive induction programs for new teachers.

California New Teacher Project Costs. In four years, California invested $8.8 million in the success of 3,079 beginning teachers. The average state investment was $2,850 per teacher. The overall cost of all assistance and training was $4,500 per teacher. So the state grants covered less than two-thirds of the support that project teachers received. The other training and assistance costs were paid from (1) the budgets of local education agencies, (2) the California Mentor Teacher Program, and (3) uncompensated time that was contributed by individual teachers.

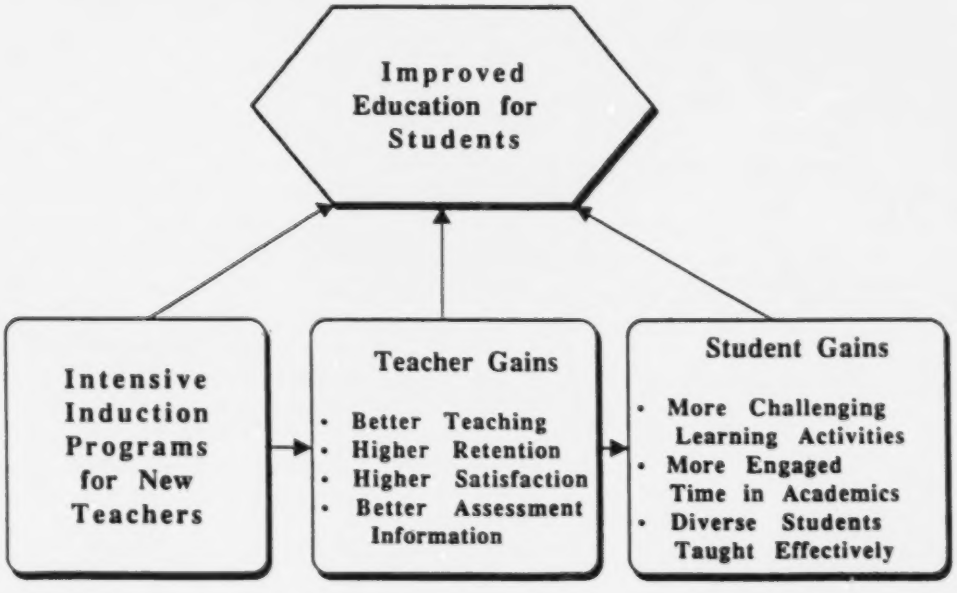
The Department and Commission sponsored low-cost, medium-cost and high-cost projects, and examined the intensity and effects of different levels of investment. In the most intensive project, the total annual cost of assistance and training was $12,500 per teacher. In the least intensive pilot, the average was $900 for all costs per teacher. Overall, the local projects used most of their resources for training and support activities, and kept administrative costs down. Most project resources were spent on personnel costs, particularly for the time that new teachers and experienced teachers spent on project activities.

Costs of Teacher Turnover. When teachers leave the profession, the quality of education suffers and public resources must be used to recruit, hire, train and evaluate replacements. In one sample of California school districts, average expenditures to recruit and hire one teacher were $1,579 in

1988-89. To orient and train a new teacher cost an average of $1,572 in the first year, and an additional $978 the second year. Average expenditures for evaluating a new teacher were $464 in the first year and $487 in the second year. These school district costs, which amounted to $5,080 per teacher in 1988-89 and 1989-90, are increasing each year. Also increasing are the costs of educating a future teacher in the California State University or another postsecondary institution. The Commission and Department estimate that replacing new teachers who leave their classrooms costs the public $15 million annually.

Recovery of State Investments in Beginning Teachers. The California New Teacher Project showed that the state's investment in new teachers is recovered in a few years because of the higher percentage of novice teachers who remain in teaching. After only one year, participating school districts saved 31 cents for every dollar the state spent in 1988-89. After two years, local savings amounted to 68 cents for every state dollar invested in the project's initial year. If the project teachers continue to teach in the future, the public will recover the initial state investment entirely in a few years. Thereafter, school districts may continue to realize additional savings as a result of state investments made initially in 1988-89.

The two state agencies concluded that actual and potential savings justify the expenditure of state funds on special assistance and training for beginning teachers. However, the increased retention of new teachers was a result of state, local *and* individual investments, which would have to be repeated for the cost savings to continue. In addition, saved replacement costs are only one of several benefits of new teacher induction programs. Other benefits are better instruction for students, better implementation of a rich curriculum, and increased effectiveness in teaching diverse students. The monetary value of these educational benefits cannot be measured and were not included in the cost-benefit analysis. Yet, these educational benefits are especially striking because the program also promises to save public funds.



ASSESSMENT OF BEGINNING TEACHERS

The public expects the members of any profession to be skilled and effective in fulfilling their responsibilities. This is particularly true for professionals serving individuals, as in law or medicine, or professions serving entire communities, such as engineering. Veteran professionals also expect newcomers to their profession to gain expertise and ability over time, in order to preserve the public stature and reputation of the entire profession.

The critical importance of the teaching profession is universally acknowledged, and the dedication of teachers is widely respected. However, public confidence in teachers' knowledge and abilities is, at best, mixed, in part because of the widespread perception that teachers earn credentials without demonstrating their teaching skills or competence. Doubts about teachers' qualifications undermines public support for our school system.

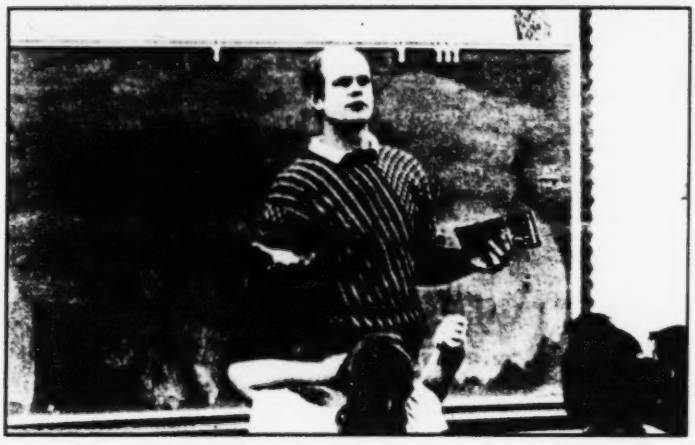
The Bergeson Act anticipated a verification of the professional competence of each future teacher as a condition for earning a credential.

To implement these provisions of the statute, the assessment component of the project investigated (1) existing systems for evaluating teacher candidates and new teachers, and (2) several alternative methods that might be appropriate for assessing the competence or performance of beginning teachers in the future.

Evaluation of Current Assessments

Information from assessments of prospective and beginning teachers can fulfill multiple purposes. Useful feedback on teaching skills allows student and beginning teachers to take pride in their strengths and to pinpoint weaknesses which need special attention for further development. Feedback tailored to a teacher's stage of development could communicate that one can do well as a student or beginning teacher and still need further development. Assessment information can assist support providers by identifying the most important areas where help and improvement are needed. Assessment information is used to make critical decisions in the areas of admission to a teacher credentialing program, recommendation for a credential, hiring, and retention. If assessment information were systematically collected about graduates and provided to credential programs in universities, it could provide guidance for program improvement. Assessment information also

has the potential of assisting the State in making teacher credentialing decisions, and in designing statewide programs and prioritizing expenditures for teacher development.



How Existing Assessments Were Evaluated

Before making recommendations for needed changes in the assessment of beginning teachers, the Commission and the Department decided to appraise the quality, costs and effects of existing evaluations of prospective and new teachers. For this purpose, an independent evaluation was conducted by Far West Laboratory for Educational Research and Development. To describe and evaluate the range of assessment practices currently in use in California, Far West Laboratory compiled extensive information about the practices of universities, school districts, and the Commission on Teacher Credentialing. To evaluate the overall coherence and comprehensiveness of these assessment practices as well as their ability to produce information that is useful for prospective and beginning teachers, Far West also examined the assessment "system" as it was experienced by a sample of individual beginning teachers.

The study focused on eight "assessment points" in the preparation and induction of beginning teachers:

- Assessments of subject matter knowledge in undergraduate courses;
- Screening of applications for admission to teacher preparation programs;
- Screening of candidates prior to their student teaching assignments;
- Performance evaluations in student teaching and teacher education courses;
- Proficiency tests required for teaching credentials in California;
- Screening by school districts of applicants for employment;
- Informal assessment of new teachers by supervisors and support providers;
- Performance evaluations by supervisors prior to granting tenure.

The first five assessment points occur in university programs for prospective teachers. The last three occur in the hiring and retention practices of school districts.

Far West researchers visited twelve teacher education programs at seven campuses of the California State University, two campuses of the University of California, and three private institutions. At each institution the researchers examined policy documents related to the admission and evaluation of prospective teachers. They also interviewed administrators of teacher education programs, college instructors, supervisors of student teaching, and cooperating teachers in the schools.

Far West Lab also visited twelve school districts and interviewed classroom teachers, mentor teachers, principals, district personnel administrators, district staff development managers, and other administrators. The interviews provided information about how beginning teachers are evaluated for hiring, training, continued employment, and tenure.

Far West also studied state tests that are administered by the Commission on Teacher Credentialing for credentialing purposes. This study relied on published reports from the Commission or its contractors, test bulletins describing the assessment instruments, and other public documents, supplemented by interviews with the agency staff.

Finally, 22 new teachers agreed to serve as "case studies" of the overall evaluation system. Far West Lab interviewed each of the teachers about their experiences being assessed at each point during their education and employment. Each teacher also consented to the release of assessment information from his or her university and school district files.

Conclusions about Current Assessments

Taken together, current assessments of prospective and novice teachers do not constitute a coherent or effective system for assuring the public that teaching credentials are granted only to competent individuals.

- Prospective teachers and beginning teachers participate in a variety of assessments, but there is no coherent assessment system that reviews all major domains of professional competence, or that provides useful information about each teacher's performance.

- Assessments are conducted without a general state framework that identifies the knowledge, skills, or abilities that new teachers should learn. As a result, some important areas of knowledge, skills, and abilities are not assessed by universities or school districts.

- Assessments are done without clear expectations or well-defined performance standards. Assessments vary in the scope and focus of what they evaluate, as well as the expected level of proficiency. Only the state credential examinations are based on clear specifications of content and teacher performance. Assessment practices vary widely in colleges, universities, and school districts.

- In colleges and universities, assessments for admission to credential programs and for advancement to student teaching rely primarily on transcript reviews. Admission interviews are usually done with little reliability by individuals with no formal training in interview procedures. A teacher's knowledge of the subjects to be taught and principles of teaching are typically evaluated by reviewing grades in individual courses, not by comprehensively assessing the teacher's accumulated competence. Subject matter knowledge will be assessed comprehensively in the future, because of initiatives by the Commission and the California State University Chancellor's Office.

- General pedagogy, especially classroom management, is the major focus of assessments during student teaching and the first years in the classroom. Content pedagogy, the ability to translate subject matter into a

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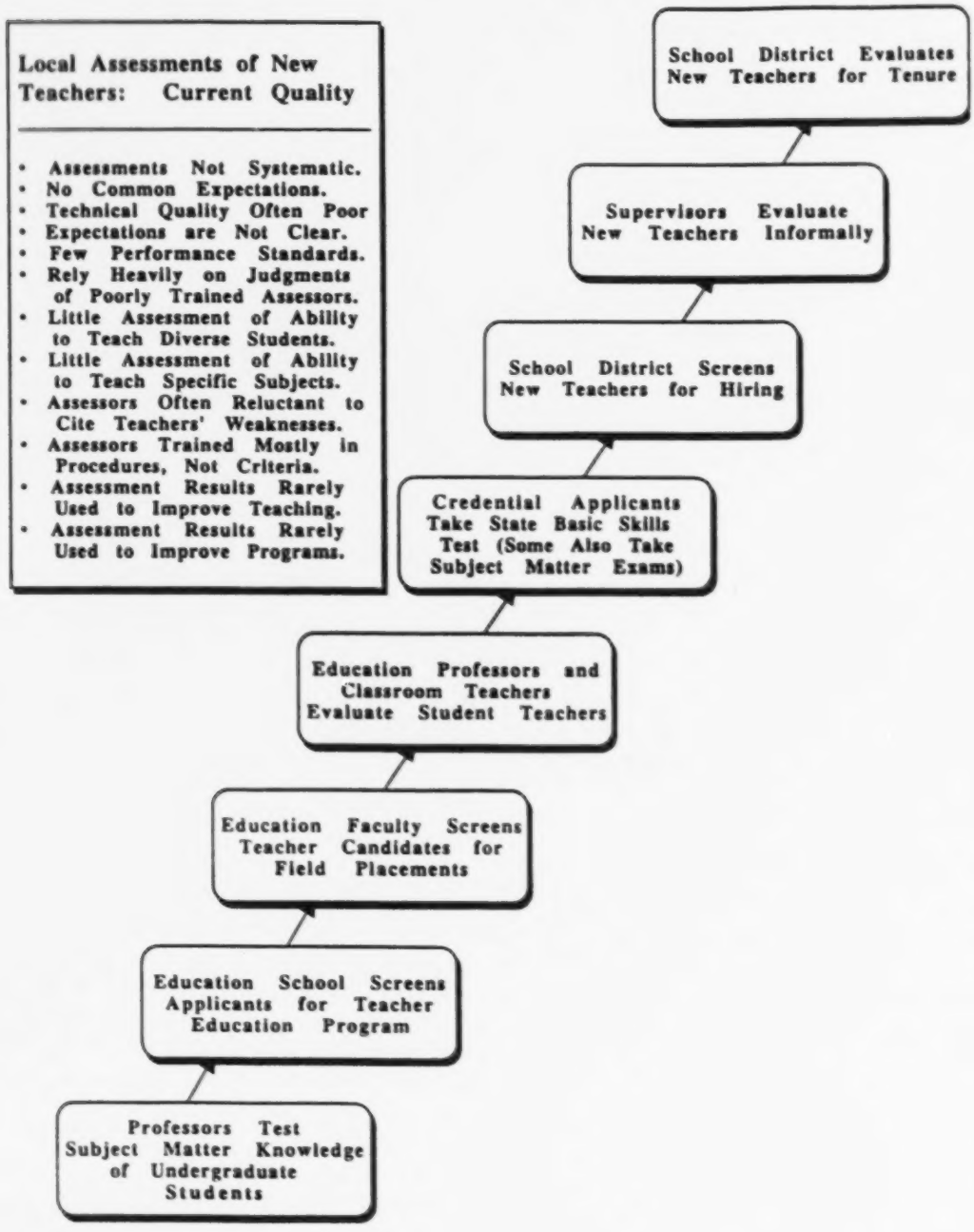
Existing Assessments of Prospective and Novice Teachers


Local Assessments of New Teachers: Current Quality
• Assessments Not Systematic.
• No Common Expectations.
• Technical Quality Often Poor
• Expectations are Not Clear.
• Few Performance Standards.
• Rely Heavily on Judgments of Poorly Trained Assessors.
• Little Assessment of Ability to Teach Diverse Students.
• Little Assessment of Ability to Teach Specific Subjects.
• Assessors Often Reluctant to Cite Teachers' Weaknesses.
• Assessors Trained Mostly in Procedures, Not Criteria.
• Assessment Results Rarely Used to Improve Teaching.
• Assessment Results Rarely Used to Improve Programs.
School District Evaluates New Teachers for Tenure
Supervisors Evaluate New Teachers Informally
School District Screens New Teachers for Hiring
Credential Applicants Take State Basic Skills Test (Some Also Take Subject Matter Exams)
Education Professors and Classroom Teachers Evaluate Student Teachers
Education Faculty Screens Teacher Candidates for Field Placements
Education School Screens Applicants for Teacher Education Program
Professors Test Subject Matter Knowledge of Undergraduate Students

30

curriculum to teach students, is rarely and minimally assessed.

- Knowledge of students is a minor focus of assessments from student teaching through the first years of teaching. At the point of hiring, candidates may be asked about their familiarity with certain types of students. However, the ability to teach content to diverse learners is almost never assessed.

- The technical quality and rigor of assessments are consistently poor, except for credential examinations developed and administered by the Commission. Assessments that rely on the professional judgement of the assessor require substantial training, but current training focuses more on assessment procedures, rather than specific criteria and standards.

- In colleges, universities, and school districts, assessors avoid citing performance weaknesses, in an effort to bolster the confidence of prospective and entering teachers. Instead of clearly identifying the areas of needed improvement, assessors frequently offer suggestions, and new teachers often do not realize that a weakness is being addressed. These practices undermine the capacity of current assessments to improve teaching.

- Rigorous evaluations of many aspects of teaching take time and qualified assessors are expensive. It is generally acknowledged that teaching skills can take years to develop, but the current assessment system does not help teachers to improve their weaknesses and develop their strengths.

- Today the most rigorous assessments of prospective teachers focus on their academic skills and subject matter competence. Applicants must pass these assessments to earn their credentials. By contrast, the assessment of *teaching competence* is not part of the state's teacher credentialing requirements. Current assessments of teaching ability, by universities and districts, are often incomplete, unreliable, and inconsistent.

The lack of a generally accepted framework to describe effective teaching, and the absence of clear performance expectations, are partly responsible for the uncoordinated patchwork of existing assessment practices across institutions. Rigorous evaluation of many aspects of teaching would take time and qualified assessors. Both are in short supply. When large numbers of teachers must be assessed, the time available per teacher is reduced. Institutions seldom can increase their capacity without additional resources.

With current funding, the most needy teachers get the most help, and the great majority are left alone to cope as best as they can. Although all new teachers need assistance, existing policies rely on most new teachers to develop on their own. These teachers are not being challenged to develop their instructional expertise or effectiveness.

Evaluation of Innovative Assessment Approaches

Prior to 1988 reform advocates suggested several novel approaches to the assessment of new teacher performance, but little information was available on the technical feasibility, usefulness, or costs of these alternatives.

The New Teacher Project issued three requests for proposals for alternative assessment instruments that could serve as prototypes for an assessment system in Califor-

nia. Both existing and newly-developed instruments were tested and evaluated in actual practice. Project teachers participated in the pilot studies and provided much of the data for evaluating the prototypes.

Far West Laboratory analyzed each assessment approach to determine its strengths and weaknesses. The evaluation criteria for each approach included its:

- Capacity to assess one or more important domains of teaching competence;
- Similarities with the real tasks of teaching, as viewed by the teachers themselves;
- Capacity to produce accurate, useful information about individual teacher competence;
- Technical reliability;
- Ease of administration; and
- Potential cost.

The researchers evaluated classroom observations, portfolio reviews, oral interviews, performance simulations, assessment centers, classroom videotapes, and multiple-choice examinations.

Observations

Observations rely on trained observers who judge how well critical teaching abilities are demonstrated. Specific abilities could include promoting a positive learning environment, engaging students in a lesson, explaining content accurately, or using appropriate questioning techniques.

Observations can accurately reflect teachers' practices in actual teaching situations. A thoroughly trained observer can render valid, reliable judgments about a teacher's practices in relation to accepted standards of performance. Classroom instruction, organization, and management, as well as a teacher's interactions and rapport with students, can be evaluated in depth.

The standards and criteria of an observation system must reflect the complexities and varieties of teaching and not give inordinate importance to relatively trivial specifics. The skills and abilities to be assessed must be clearly defined, yet also broad enough to apply to many teaching situations.

A classroom observation measures what is seen at a particular time, in a given setting. To view a teacher in multiple classroom configurations, activities, and content areas, an assessment should include a *series* of observations.

Teachers rated classroom observations as the assessment method that is most closely related to the practice of teaching itself. Several participants commented on the inherent fairness of assessing performance in the teacher's own classroom.

Since classroom observations are both conducted and scored by the same person, the observer must be extensively trained to document the teacher's practices, and to reliably interpret and rate what has been observed.

One issue to be resolved is whether the academic characteristics of a teacher's students should be considered in an assessment. Relating the curriculum to the needs and motives of students is a critical skill, but external observers often know very little about the students in the class. An alternative approach would focus observation criteria on practices that are commonly accepted as essential for effective instruction of all students. A teacher's score could be affected unfairly by the difficulty of the teaching assignment, unless the scoring criteria focus exclusively on the teacher's observable practices.

Some instruments for classroom observations have been carefully developed in consultation with new and experienced teachers. This assessment approach could be used validly and reliably to verify the teaching competence of beginning teachers, either for earning credentials or permanent employment. Observations could verify that a new teacher has demonstrated competence in at least one teaching situation. However, this approach would be one of the most expensive options for statewide implementation, with an estimated cost of approximately $150 per observation. Classroom observations also require complex administrative arrangements. Ensuring a match between the teaching backgrounds of the observer and the observed in subject matter, grade level, and teaching context would be challenging. Arranging for observers to witness a variety of classroom configurations, activities, and content areas would also be complex.

> *"You can't assess someone's teaching skills unless you see them teach."*
> —*Beginning teacher*

Portfolios

A portfolio consists of a teacher's documentation of a teaching unit. It could include a written unit plan, including the unit's focus, goals, rationale, and sequence of learning activities. A teacher's portfolio could also include a videotaped lesson, materials and assignments given to students during the unit, and examples of student work with the teacher's feedback.

The review of a teacher's portfolio of instructional materials could measure the ability to plan and design instruction, create and use instructional materials, evaluate student learning, and, to a lesser extent, the teacher's content knowledge. Each teacher could choose the class of students and the instructional unit to be documented.

Because teachers would assemble their own portfolios, this approach relies heavily on teachers' access to a contact person who is familiar with the directions, procedures and criteria. Each teacher would need sufficient time to assemble the portfolio, so its quality and completeness would not be affected by unforeseeable events in the school or classroom.

The quality of portfolio review depends on two factors. First, the knowledge, skills, and abilities to be assessed must be clear and specific, yet also sufficiently broad to apply to different teaching situations. Second, the scorers must be well trained, so they can recognize and evaluate evidence pertaining to each criterion.

A portfolio review would probably be strongest when it documents a *series* of lessons, so consistencies and contradictions among various 'entries' would become evident.

The key weakness of portfolio review is its inability to address classroom teaching skills. Classroom skills would be revealed to some extent in a teacher's instructional materials, or a classroom videotape, but these records would provide a weak basis for scoring a teacher's rapport with students, or the ability to keep students engaged productively in learning activities.

> *"The interviewer assessed my ability to evaluate a lesson intellectually, but did not assess my actual teaching."*
> —*Beginning teacher*

Compared with other assessment approaches, the cost of portfolio review could be moderately high to very high, and would depend on the complexity of materials teachers are asked to submit. Portfolios would also be moderately complex to administer. Teachers would need detailed directions several months in advance of the review. Arrangements would also have to be made for the transportation, authentication, and storage of portfolios.

Interviews

An interview is structured by presenting the teacher with a set of tasks and materials. The teacher is asked about decisions made in using the materials, and how those decisions might differ for students with various interests, abilities, and backgrounds. Follow-up questions and interactions between the assessor and teacher are encouraged.

Unlike other approaches, an interview would allow for some exploration and investigation of each teacher's ideas and practices. Teachers could reflect on and explain their decisions and practices, and those explanations and reflections could be evaluated.

A teacher's ability to relate instruction to student characteristics could also be addressed effectively in interviews. This approach is potentially strong in assessing knowledge of content and knowledge of students.

The weakness of interviews is their dependence on teachers' descriptions of what they do, which may or may not match what they actually do in practice. There are no available data on the relationship between teachers' knowledge of instructional principles and their ability to apply them. Teachers likely would prepare for interviews, so the result could be an inaccurate picture of their actual teaching skill.

Interviews also rely heavily on verbal skills in one-on-one conversations with adults, which may not be strongly related to the ability to teach groups of young people. Because of time limitations, only a relatively small number of teaching techniques, topics, and types of students could be discussed in a structured interview.

Like the other approaches, the training of interviewers and scorers would be a critical element of an interview assessment. Training would be particularly important if interviewers were allowed to ask follow-up or probing questions, which are extremely difficult to apply fairly to all examinees. Assessors would have to be trained to recognize when follow-up questions and redirection are required. They would also need to be trained extensively to interpret and rate teachers' responses reliably.

A half-day interview would have an estimated cost of $137 per teacher. Interviews require fairly complex administrative arrangements. Although interviews would be individually administered, each task in the

interview would probably be administered by a different assessor. Also, recording interviews on video or audiotape could be complicated and costly.

Simulations

Simulations consist of oral or written tasks, each designed to elicit a beginning teacher's specific knowledge and skills. Teachers can be presented with hypothetical problem situations in teaching. They can be asked to respond to specific questions and tasks related to the situations. Teachers can be asked to identify strengths and weaknesses in a sequence of classroom activities, to evaluate the actions and statements of the teacher in a transcript of a teaching episode, or to respond to student writing.

Two kinds of structured simulations were evaluated by Far West Laboratory:

- Written simulations, in which new teachers responded in writing to tasks and problem situations that commonly occur in teaching; and
- Performance simulations, in which they performed specified tasks in controlled settings.

Both kinds of simulations offered strong assessment of skills related to planning and designing instruction, diagnosing and evaluating students, and teachers' subject-specific skills and knowledge.

> *"What we write on paper is not, at times, a clear indication of what we do in class. Intellectually, you may know the 'proper' way to handle a situation, but your on-the-spot reactions to daily situations might differ dramatically."*
>
> *—Beginning teacher*

Written simulations could be administered to groups of beginning teachers by an individual with relatively little training. Performance simulations would require the use of assessment centers, where individual teachers would participate in a series of simulation activities, each using a different method to measure one or more important teaching skills. The teacher would demonstrate each skill, which could be assessed by evaluating the observed performance or the resulting product.

Written simulations could reveal the ability of new teachers to reflect on teaching issues and decisions, but may not provide much information about their actual classroom skills. Written responses to hypothetical questions do not necessarily match a teacher's actual practices in real classroom situations.

The performance of structured tasks in assessment centers could reliably reflect a beginning teacher's actual skills. The range of teaching skills that could be assessed, however, would be limited by the overall length of the assessment and the complexity of each task included in it.

Not all teaching skills lend themselves well to simulation. Establishing rapport, managing student activities, and making rapid instructional decisions are difficult to simulate. A teacher may have mastered instructional skills, topics, or situations that are not reflected in any of the performance tasks.

It is also difficult for performance simulations to accommodate different styles of teaching. The tasks and directions may not match a teacher's philosophical or personal approach. Teachers could be allowed to specify the details of situations, but this would diminish the uniformity of the tasks and add to the difficulty of scoring teachers' responses.

Written simulation tasks would be relatively inexpensive to administer to groups of new

teachers. If they gave expository responses, and if the tasks had correct and incorrect answers, scorers with expertise in the skills being assessed could be trained relatively easily. The estimated cost of this approach is $40 per teacher for two hours and $78 for a half day of written simulations.

When a written or performance simulation requires subtle judgments by the scorers, extensive training would add to the above cost estimates. If simulation tasks were administered individually to new teachers in assessment centers, the costs would increase further because several administrators and scorers would be needed in each center.

Videotapes

Videotaped scenarios can be designed to feature particular aspects of teaching. Candidates view the video and respond in writing to questions about the instruction depicted in the scenarios, or about students on the tape.

Much research is needed to determine which aspects of teaching may be communicated and evaluated most effectively through the medium of videotape. The short-answer format in the prototype instrument did not provide valid or reliable data that could be used for meaningful assessment.

The challenge is to identify the most effective ways to demonstrate a beginning teacher's knowledge, skills, or abilities with the use of video cues. The pilot study revealed that it would be difficult and expensive for classroom videotapes to capture the interactive aspects of teaching that are critical to success in the classroom. Without expensive production methods, a camera cannot portray the nuances of student-teacher rapport for critical analysis by viewers.

Videotape holds some promise for measuring a teacher's ability to identify students' background characteristics, patterns of learning, or learning difficulties, and to apply corresponding principles of effective instruction. For videotape to be useful in assessing this aspect of teaching, however, the camera must record the behaviors and characteristics of the students.

Videotape assessments could be administered to relatively large groups. Problems of equipment installation and operation must be addressed. Because the methodology must be developed considerably to capitalize on its technological strengths, no cost estimates for this approach have been developed.

Multiple-Choice Examinations

In the prototype that was pilot-tested, the majority of questions were based on fully described classroom situations. Some items asked candidates to analyze reference materials that are commonly used by classroom teachers.

Nationally, multiple-choice examinations are the prevailing form of assessment for teacher candidates. Their strength is their ability to sample widely across several domains of teaching. Multiple-choice questions can probe a teacher's breadth of knowledge of key ideas and information. They can test knowledge of generally accepted principles of effective instruction.

Although this approach is the most fully developed, it also has well-documented disadvantages. Most domains of instructional competence do not lend themselves to questions with single, correct answers, or with restricted numbers of reasonable an-

swers. Teachers can meet challenges in the classroom in various, alternative ways that cannot be reflected in multiple-choice questions. It is almost impossible for a question with a clear focus and a correct answer to accommodate different conceptions of teaching.

In nearly all cases, a teacher's practices are appropriate or inappropriate, depending on the context in which the teacher is working. A test booklet cannot fully describe the academic backgrounds of students, strengths and weaknesses of instructional materials, and responses of students to a learning activity. If these contextual features are missing, it is almost impossible for multiple-choice questions to determine which teachers respond competently to ordinary teaching situations.

Like the written simulation tasks, this form of assessment is relatively simple to administer. Exams can be given in large group settings by one person who needs relatively little training. The costs range from $32 to $40 per teacher for three hours of testing. The multiple-choice exam is, at this point, the least costly method of teacher assessment, but it continues to have technical limitations that make it inappropriate for assessing instructional competence.

> *"The competence of a teacher cannot be measured by testing for knowledge alone. A person who scores high on this test may not be as competent as someone else who scores lower. It's how the knowledge is used daily in the classroom that counts."*
>
> *—Beginning teacher*

Interactive Computer-Aided Assessment

This innovative prototype is an interactive, multimedia computer program that presents a combination of video, text, graphics, and sounds that enable new teachers to see and hear classroom situations, teaching episodes, and vignettes of individual students. Teachers respond orally to a series of questions, and their answers are recorded for later evaluation and scoring. Teachers proceed at their own pace, and can interact with the program by directing it to repeat questions, play back their answers, and modify their answers at their discretion.

In its final year, the California New Teacher Project sponsored the development of a prototype assessment of beginning elementary teachers using interactive multimedia technologies.

Laser disk technology could provide authentic simulations of classroom situations. Using an interactive program, the assessment could prompt teachers' knowledge of a given subject, and could elicit evidence of their instructional, managerial, and decision-making practices.

Teachers could control some of their interactions with the assessment program, making this assessment approach more flexible and appealing than standardized examinations or simulations. This technology could readily provide feedback to teachers and their support providers, instructors, and supervisors, and could also be used to make determinations of teacher competence.

Pilot tests of "hands-on" demonstration modules are occurring while this report is being prepared. Initially, it appears that interactive multimedia technology holds great promise as a way to assess teaching competence authentically. A question to be examined is whether the oral responses of teachers to pedagogical questions resemble their actual classroom practices. A comprehensive evaluation of technology-based assessments will be available by October 1, 1992.

Conclusions about Innovative Assessment Approaches

The pilot-testing and evaluation of a wide variety of assessment approaches produced the following conclusions.

• **There is no one "best" assessment approach.** Different methods are appropriate for evaluating different aspects of teaching. The most appropriate approach depends on the knowledge, skills, and abilities to be assessed and the purpose for which the information is to be used. A broad assessment of teaching competence is most appropriate for the beginning years, when a new teacher learns a variety of basic instructional skills. Breadth in the scope of assessments would best be accomplished by using a *combination* of approaches.

• **Assessing "knowledge" and "application" require different approaches.** None of the pilot-tested instruments assessed both knowledge and application well. Knowledge of teaching principles is best assessed by exams, exercises, or simulations outside of classrooms. The ability to apply teaching knowledge is best assessed in the classroom. To evaluate both, two or more assessment methods must be combined.

• **Enable new teachers to demonstrate their skills primarily in familiar settings.** Several of the prototype instruments required participants to apply broad principles of teaching to a variety of situations. These pilot studies showed that beginning teachers have difficulty describing or analyzing instruction with which they have had little direct experience. Teachers usually responded to assessments on the basis of their own experiences with their own students and curriculum, even when they were directed to focus on other types of students or programs. Generalizing to a variety of settings or students requires abstract knowledge of important principles which beginning teachers should understand. Without prior experience in a variety of settings, however, they cannot demonstrate skills in unfamiliar contexts.

• **Assess the ability to teach diverse student groups.** None of the pilot prototypes effectively assessed a beginning teacher's knowledge and skills in this critically important area. Researchers found little consensus on what knowledge and skills are needed to teach diverse student groups effectively. The development of this knowledge base and corresponding assessment criteria should be given high priority.

• **Ensure sufficient breadth and depth of assessment.** All of the pilot-tested prototypes assessed a limited sample of teaching skills and abilities. Significant domains of teaching competence should not be reduced to a single exercise or a handful of test questions. Unless the operational assessment is longer than the pilot-tested prototypes, there could be a problem in making broad inferences about a beginning teacher's competence from a limited sample of topics and responses.

• **The knowledge, skills, and abilities being measured must be clearly defined.** Terms and examples must be clear and specific enough to convey the same meanings to teachers, assessors, and administrators, but also broad enough to apply to varied teaching situations and instructional approaches. In the course of their training, assessors should study and use examples from varied approaches and settings to illustrate how knowledge, skills, and abilities are to be rated.

• **Match assessors to new teachers.** Assessors should understand and be familiar with the beginning teacher's subject matter, grade level, and teaching situation.

• **Give equal attention to improving the knowledge, skills, and abilities of beginning teachers.** A key purpose of assessment should be to inform teacher preparation programs, new teacher induction programs, and professional development courses. Beginning teachers must have opportunities to fulfill the expectations of an adopted assessment.

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NEXT STEPS FOR EDUCATION POLICYMAKERS

Eight Steps to Increase the Effectiveness of Beginning Teachers for California's Public School Students

The following steps are necessary to implement the policy recommendations and the new teacher support and assessment strategies that have been effective in the California New Teacher Project.

1. **Retain the funds for beginning teachers in the Governor's proposed budget for 1992-93.** This budget item (6110-191-001) would earmark funds for locally administered programs of beginning teacher training, assistance and assessment that meet broad state standards of program quality, consistent with the findings of the California New Teacher Project. The $10 million is sufficient to include over 2500 new public school teachers in induction programs that have been shown to result in greater teacher effectiveness and retention, and increased student performance.

2. **Complete the "Draft Standards of Local Program Quality and Effectiveness."** Teachers, administrators, parents, university faculty, and other citizens should be encouraged to collaborate with the Commission on Teacher Credentialing and the Department of Education to refine and complete the draft standards. These will be used by the state agencies to allocate funds to local education agencies that choose to operate programs of beginning teacher training, assistance and assessment.

3. **Complete the "Framework of Knowledge, Skills and Abilities for Beginning Teachers."** Teachers, administrators, parents, university faculty, and other citizens should be encouraged to collaborate with the Commission on Teacher Credentialing and the Department of Education to refine and complete the framework. It will be used to develop a more coherent system of teacher preparation, induction, assessment, credentialing and continuing professional development. The framework should be reviewed in light of the guidelines for certifying "master teachers" that are being developed by the National Board for Professional Teaching Standards.

4. **Develop an integrated, fair, and effective system for obtaining and using information about new teacher performance.** Teachers, administrators, parents, university faculty, and other citizens should be encouraged to collaborate with the Department of

Education and the Commission on Teacher Credentialing to develop a new information system. A new assessment should not be inserted into a patchwork of inconsistent, unreliable evaluations. Instead, a new system for assessing the performance of prospective and entering teachers should be developed to provide accurate and useful information to candidate teachers, new teachers, their support providers, and state and local decision makers.

5. **Revise policies to implement a coherent system of beginning teacher support assessment.** State and local education agencies that govern teacher preparation, induction, evaluation, and continuing professional development should be encouraged to implement a more effective and coherent system of beginning teacher support and assessment. Special attention should be given to establishing better articulation across the major phases of teacher development, and better integration of support and assessment in each phase.

6. **Review all sources of available funding.** State and local policymakers should be encouraged to review existing sources of funding to determine which resources can be reallocated, and what new resources may be necessary to create a coherent system of teacher preparation, induction and continuing professional development. Such a review should include, but not be limited to, current funds for the Mentor Teacher Program, Staff Development Programs and Activities (SB 1882), the School Improvement Program, Supplemental Grants, and the School Restructuring Demonstration Projects (SB 1274). To strengthen the coherence of teacher preparation, induction, and professional development, postsecondary institutions should be encouraged to seek federal funds that may be available as a result of the Higher Education Act of 1992.

7. **Phase in induction programs for all beginning teachers in California by 1996.** The existing patchwork of policies and practices, which encourages new teachers to leave the profession, should be replaced by a coherent system of training, assistance, and assessment. It would be based on state standards of program quality and a new teaching framework, both of which should be consistent with the California New Teacher Project's findings. The educational performance of California students depends on the development and implementation of excellent induction programs for beginning teachers throughout the state. To include all new teachers in these programs by 1996, policy decisions and funding priorities must reflect this goal each year until then.

8. **Review existing laws that relate to new teacher induction.** Teachers, administrators, parents, university faculty, and other citizens should be encouraged to collaborate with

the Commission on Teacher Credentialing and the Department of Education in a review of laws that govern teacher credentialing, preparation, induction, evaluation, and continuing professional development. This review would determine if statutory reforms or other policy changes are needed to encourage and sustain effective programs of new teacher induction, and to provide additional flexibility for institutions and individuals engaged in such programs. This review should include, but not be limited to, the following:

- *Teacher Credentialing.* Current law requires teachers who have completed teacher preparation programs, demonstrated subject matter knowledge, and earned preliminary teaching credentials to complete an additional year of academic coursework to earn a professional credential. The review should determine whether these teachers should be allowed to earn professional credentials by successfully completing programs of new teacher support, training and assistance that meet state standards.

- *Emergency Teachers.* The Bergeson Act set forth new state requirements for emergency teaching permits. Emergency teachers are required to attend an orientation on curriculum, instruction, and classroom management; teach only with the assistance of an experienced, certificated employee; and complete specified numbers of college or university units to renew their emergency credentials. The review should determine whether emergency teachers should be required to participate in intensive internship or induction programs, or pass state assessments of subject matter competence. Whether passage of a teaching assessment should fulfill some of the credentialing requirements for emergency teachers should also be reviewed.

- *Teacher Preparation.* Current law restricts professional preparation to no more than 15 academic units of education coursework in addition to student teaching. The review should determine whether teacher preparation programs should be extended to include an induction phase of training, assistance and support for beginning teachers, to be developed and governed collaboratively between postsecondary institutions and local education agencies.

- *Continuing Professional Development.* Current law requires teachers to design and complete individual programs of professional growth every five years to renew their teaching credentials. The review should determine whether beginning teachers should renew their credentials by completing local programs of training, assistance and assessment that meet state standards.

- *Employment Evaluation.* Current law requires that each beginning teacher be evaluated by a supervisor in the employing school district. The review should identify the most effective ways in which local districts could develop and implement new teacher evaluation practices that make use of the California New Teacher Project findings on the assessment of beginning teachers, and the framework of expectations for beginning teacher knowledge, skills, and abilities.

PROJECT INFORMATION

Sponsors of Local Pilot Projects

Sponsors	Teachers Served 1988-92
Burbank Unified School District	34
Cajon Valley Unified School District San Diego State University	128
Centralia School District	49
Chico, California State University Colusa County Office of Education Consortium of 20 School Districts	256
Clovis Unified School District	49
Elk Grove Unified School District	120
Fontana Unified School District California State University, San Bernardino	71
Fresno County Office of Education California State University, Fresno	90
Fresno Unified School District California State University, Fresno	230
Imperial County Office of Education San Diego State University (Imperial Valley)	39
Irvine, University of California Consortium of Four School Districts California State University, Fullerton	62
La Habra City Elementary School District	28
Lincoln Unified School District, Stockton University of the Pacific	19
Lodi Unified School District University of the Pacific	126
Long Beach Unified School District Teachers Association of Long Beach California State University, Long Beach	97
Los Angeles Unified School District (Project 1) California State University, Dominguez Hills United Teachers of Los Angeles	69
Los Angeles Unified School District (Project 2) California State University, Dominguez Hills United Teachers of Los Angeles	39
Los Angeles Unified School District (Project 3) California State University, Northridge United Teachers of Los Angeles	96
Los Angeles Unified School District (Project 4) California State University, Dominguez Hills	51
Los Angeles Unified School District (Project 5) California State University, Los Angeles	64
Milpitas Unified School District	60
New Haven Unified School District New Haven Teachers' Association California State University, Hayward	45
Oakland Unified School District (Project 1) California State University, Hayward	32
Oakland Unified School District (Project 2) California State University, Hayward	147
Poway Unified School District Poway Federation of Teachers	45
Ravenswood City Elementary School District	19

Riverside County Office of Education 450
San Bernardino County Schools
Consortium of 22 School Districts
University of California, Riverside

Sacramento City Unified School District 131

San Benito High School District.....12

San Diego Unified School District (Project 1).....60
San Diego Teachers Association
San Diego State University

San Diego Unified School District (Project 2)
San Diego State University
(Planning Grant)

San Francisco Unified School District 49
San Francisco State University

Santa Barbara County Office of Education.....128
Ventura County Office of Education
Consortium of 21 School Districts
University of California, Santa Barbara

Santa Clara Unified School District 43

Santa Cruz, University of California.....143
Santa Cruz County Office of Education
Consortium of 7 School Districts

Vacaville Unified School District 72

Winters Joint Unified School District 26

New Teacher Projects

California Commission on Teacher Credentialing

Voting Commissioners	Position or Affiliation
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Jerilyn R. Harris	Secondary Teacher
Harvey Hunt	Department of Education
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Judith Warren Little	University of California
William Sullivan, Jr.	California Postsecondary Education Commission
Arthurlene G. Towner	California State University

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Philip A. Fitch	Executive Secretary
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The California New Teacher Project
Advisory Panel

Panelist	Professional Position	Representing
Michael Acosta	Personnel Administrator Los Angeles Unifed School District	Association of California School Administrators
Suzanne Barkworth Hinkley	Teacher	California Teachers Association
Diane Champion	Teacher	California Teachers Association
Ruth Mary Cordon-Cradler	Staff Consultant	California Teachers Association
Bill Crawford	President Poway Federation of Teachers	California Federation of Teachers
Norbert Genis	Assistant Superintendent El Rancho Unified School District	Association of Mexican American Educators
Esther Goldberg	State Representative	California State Parent Teachers Association
Fay Haisley	Dean, School of Education University of the Pacific	Association of Independent California Colleges and Universities
Ellen Moir	Director of Teacher Education University of California, Santa Cruz	University of California
Jan Mendelsohn	Associate Dean Academic Programs and Plans	Office of the Chancellor California State University
James Richmond	Professor of Education California State University, Chico	California Association of Colleges for Teacher Education
Sharon Whitehurst	Affirmative Action Officer	San Diego Unified School District

Members of the Advisory Panel participated in the preparation of this report, but their organizations have not taken official positions on its recommendations.

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Linda Bond	Consultant
Pat Brinlee	Consultant
Terry Janicki	Consultant

California Department of Education

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Lisa Ray	Consultant

Independent Researchers and Evaluators

Southwest Regional Educational Laboratory

Beatrice Ward	Principal Investigator
Marcella Dianda	Principal Investigator
David van Brokhuizen	Research Associate
Karen Quartz	Research Associate
Joni Radio	Research Assistant

Far West Laboratory for Educational Research and Development

Gary Estes	Principal Investigator
JoAnn Izu	Senior Research Associate
Claudia Long	Research Associate
Kendyll Stansbury	Senior Research Associate
Dennis Tierney	Senior Research Associate

Technical Reports

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California Commission on Teacher Credentialing

California Department of Education

New Teacher Projects